Manitoba
Sport Directorate

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Minister

MANITOBA SPORT POLICY ADVISORY COMMITTEE

DISCUSSION PAPER

AUGUST 1989

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Manitoba Sport Policy Advisory Committee

Discussion Paper

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Executive Summary

A. Background and Introduction

Sport in Manitoba has undergone significant growth and maturation over the last decade. Concurrently sport funding has increased due to the distribution of lottery revenues to the Sport Directorate and the Manitoba Sports Federation. Now sport faces new challenges to sustain continued growth in the 1990s. Sport will have to retain its positive image and promote its contributions in Manitoba in order to be able to continue to receive public monies and support. In addition, many organizations involved in recreation and sport have recently developed and published plans, policies or position statements on their respective roles in sport.

All of these challenges have created the need for a clearly stated sport policy for the Government of Manitoba. Such a policy will clearly define the role and objectives of the Provincial Government with respect to sport. It will help to promote a cohesive approach to sport among the Federal, Provincial, and Municipal Governments and other members of the sport community. It will also allow the Sport Directorate to help ensure its role in promoting sport is integrated into the Provincial Government's overall strategies and priorities.

Accordingly, the Sport Policy Advisory Committee was established by the Minister Responsible for Sport to manage the process of developing a Sport Policy for the Province of Manitoba. The members of the Committee spent several months developing this Discussion Paper to serve as a vehicle to solicit feedback and input from the sport community in order to help them advise the Minister on appropriate policy direction. The Paper is intended to serve as the basis of the discussion of major issues facing amateur sport in Manitoba today, and the appropriate course of action for the Province of Manitoba to take relative to those issues.

This discussion document is being widely circulated to the Manitoba sport community and will be the basis for discussion and a series of public forums to be held in September of 1989. Subsequent to these forums, the Advisory Committee will revise the Discussion Paper based on the feedback received. The Discussion Paper will then be presented to the Minister Responsible for Sport. Based on the Committee's recommendations to the Minister, a Sport Policy, which will guide the direction of the Manitoba Government's involvement in sport, will be developed and ratified.

The purpose of this document is not to set forth a recommended Sport Policy for the Provincial Government but rather to identify and articulate the major issues facing sport. In addition, the Committee has sought to provide the sport community

with the various options and alternatives it sees as possible courses of action to address each of these issues. This paper, then, is an invitation to the sport community of Manitoba to directly participate in the development of the Sport Policy for the Provincial Government.

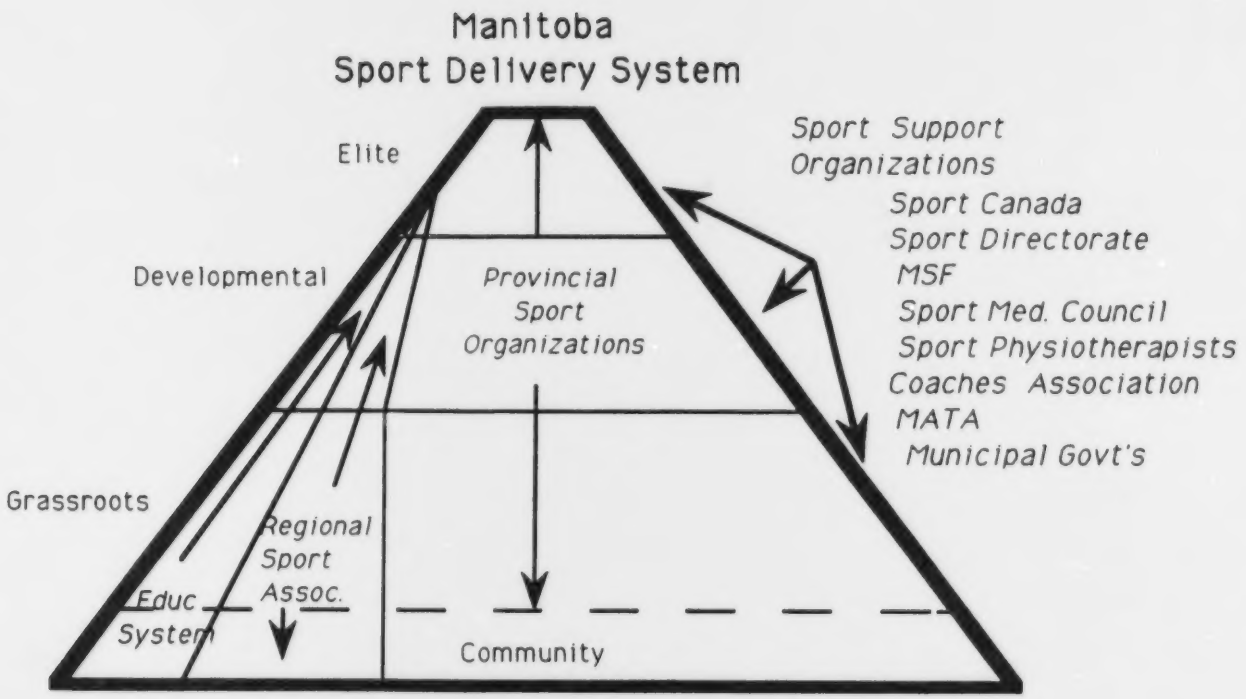
This rest of this Executive Summary highlights the discussions contained in this paper. All topics are discussed more fully within the document itself.

Provincial Government Involvement in Sport

The Sport Directorate was established in 1974 to implement the Provincial Government's policies and programs with respect to sport. However, the Advisory Committee also recognizes that the relationships between the Sport Directorate and other members of the sport community will be affected and therefore addresses such relationships and linkages in this paper.

An Overall Plan for Sport

Currently, there is no process or mechanism for establishing or ensuring the Partners in Sport are implementing an overall, integrated plan for the development of sport. The Committee identified several alternative approaches and mechanisms to address planning for sport in Manitoba.


Manitoba
Sport Delivery System
Elite
Developmental
Provincial
Sport
Organizations
Grassroots
Regional
Sport
Assoc.
Educ
System
Community
Sport Support
Organizations
Sport Canada
Sport Directorate
MSF
Sport Med. Council
Sport Physiotherapists
Coaches Association
MATA
Municipal Govt's

Ongoing Planning

While the development of this policy will establish a clear direction for the role of the Provincial Government in sport, it will require systematic ongoing planning and evaluation to ensure there is a long term commitment to sport by the Provincial Government and continued development and implementation of the Sport Policy. Accordingly, this process should not be viewed as an isolated singular exercise but rather the initial stage of a long term process.

B. Sport Delivery in Manitoba

Sport is delivered in Manitoba through a complex set of relationships between a variety of organizations. The Sport Policy Advisory Committee developed a sport delivery model as shown on the facing page which it believes describes the Manitoba sport delivery system. As shown, the system is comprised of the following key organizations:

Sport Delivery Organizations

- Provincial Sport Organizations - Includes both Provincial Sport Governing Bodies and multi-sport organizations. These organizations are the primary deliverers of program at all levels of the continuum ranging from community to elite.
- Regional Sport Associations - Regional Sport Associations assist in the development and delivery of sport in Manitoba from the community to the elite level.
- Education System - Includes the public school system, universities, and colleges, and offers sport programs from the community to the elite level.

. Community Organizations - Includes all community based organizations and those who deliver sport programs that lead up to grass-roots programs.

It is important to recognize that this model attempts to depict the delivery of sport in Manitoba for the majority of sports. There are clearly some exceptions.

Sport support organizations identified in the model provide funding and support services that allow sport delivery organizations to more effectively deliver sport programming in Manitoba.

C. The Administration of Sport in Manitoba

The Sport Policy Committee identified those organizations which are involved in the administration of sport in Manitoba as the following:

. the Manitoba Sport Directorate;

. the Manitoba Sports Federation;

. Provincial Sport Organizations;

. Regional Sport Organizations;

. Municipal Governments, Recreation;

. Recreation Commissions.

In addition, the Sport Policy Advisory Committee put forth for consideration a recommendation to establish a Manitoba Sport Advisory Committee whose role it would be to advise the Minister on an ongoing basis with regards to issues facing sport in Manitoba.

The Committee examined issues in administration and sport and identified the two issues requiring further consideration to the perceived duplication of administrative services within the sport system, and the appropriate administrative structure for sport delivery in the City of Winnipeg.

D. The Relationship of the Sport Directorate with Other Members of the Sport Committee

The Sport Policy Advisory Committee discussed the relationships between the Sport Directorate and other members of the sport community in detail in this paper and identified areas which needed further consideration. Those other organizations whose relationships with the Sport Directorate were examined included:

- the Manitoba Sports Federation;
- Provincial Sport Organizations;
- Regional Sport Associations;
- National Sport Organizations;

- Sport Canada;
- other Provincial of Manitoba Government Departments;
- Municipal Governments, Recreation;
- Recreation Commissions;
- the educational system;
- sport branches of other Provincial and Territorial Governments;
- the media;
- the General Council of Winnipeg Community Centres.

E. Sport Directorate Role Statement

Role of the Sport Directorate

The Sport Directorate exists to promote and develop sport in Manitoba, and to implement the policy of the Provincial Government. Currently it seeks to do so by providing allocations of lottery funding for specific program initiatives and by consulting on program delivery and implementation. In addition, the Sport Directorate stages specific programs such as multi-sport games and coaching development. The Sport Directorate aims to assist Manitobans and various sport organizations with some of the resources they require to aid in achieving their own goals. As the Provincial Government Sport Policy is developed, this role will evolve in accordance with recommendations put forth by the Committee and the sport community.

A Definition of Sport

In establishing an appropriate Sport Policy, the basic foundation must be a clear, generally accepted definition of sport. It is critical that the sport community establish an identity for sport for themselves in order that they can address the issues and development of sport within Manitoba. The Policy Advisory Committee examined numerous definitions of sport and identified three philosophies for developing a definition of sport:

1. Inclusionary Definition - Adopt a definition of sport in which any activity meeting the criteria is defined as a sport and all sports are equal. The Committee reviewed inclusionary definitions currently used by the MSF and Sport Directorate, the Federal Provincial Territorial Sport Committee, and a definition put forth by a sub-committee;

2. Exclusionary Definition - Develop a definition of sport that is tighter than the currently accepted definitions of sport and which seeks to exclude those activities which the Manitoba Sport Community feels should not properly be considered as sport. As members of the sport community are aware, this exercise would be difficult, contentious and not easily achieved;

3. Activity Based Definition - Base recognition on the specific activity, relying on a categorization that fits into the overall definition of sport. There are several options by which the Sport Directorate could distinguish between activities.

Based on feedback from the sport community, the Sport Directorate will adopt or develop a definition of sport.

Principles and Values of the Sport Directorate

The Sport Directorate should be driven by a set of values and principles which are endorsed by the Manitoba sport community in designing, developing and implementing its programs.

The Advisory Committee identified the following principles and values that the Sport Directorate should strive to engender in fulfilling its roles in the sport community:

Accessibility - All Manitobans have the right to participate in sport activities at reasonable costs for facilities and coaching.

Athletes and Coaches - Athletes and coaches must continue to be recognized as the foundation of sport.

Continuum of Sport - All individuals have the opportunity to participate at whatever level of skill they are able or chose. An integrated sport delivery system should encourage and facilitate movement between various levels.

Equity - Sport is for all Manitobans. All members of our community regardless of age, sex, creed, ability, socio-economic background or location have the right to participate in sport.

Facilities - Participants have the right to suitable and adequate sport facilities.

Fair Play - All participants have the obligation to participate in a manner which upholds the highest ethics of fair play and which respects the rights and wellbeing of other participants.

Health and Safety - All sport participants have the right to participate in programs and facilities which preserve their physical and emotional health and safety.

Individual Rights - The rights of participants are to be protected to ensure the overall well being of the individual.

Leadership - Development of professional and volunteer leaders within the sport system is integral to continued effectiveness of the sport system.

Officials - Proper officiating is integral to the effective delivery of sport.

Self Development - The opportunity to develop one's potential should be available to all participants.

Volunteerism - Volunteers and volunteerism are the foundation of the sport system. Professional administration of sport should be focused on increasing the effectiveness of volunteers.

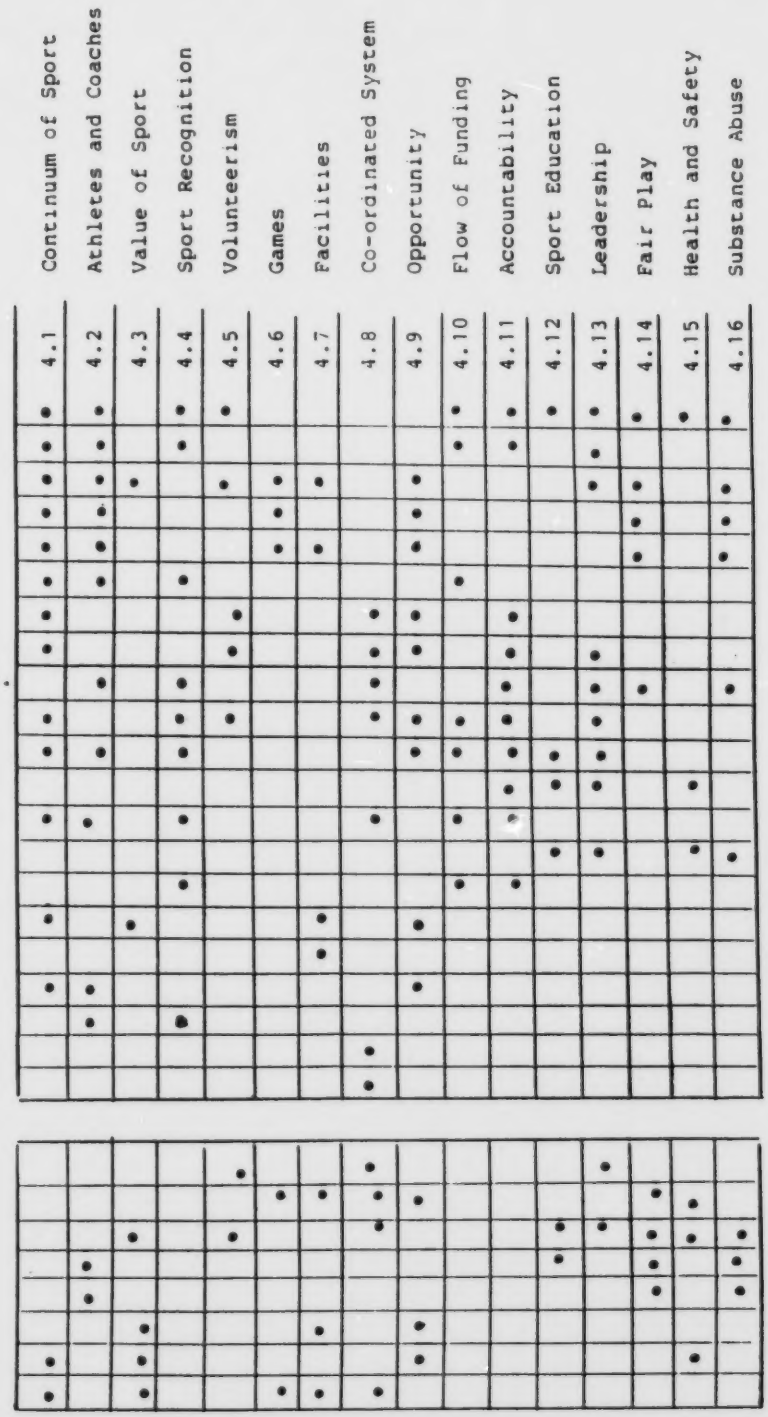
F. Policies of the Sport Directorate

The Sport Policy Advisory Committee identified 16 policy statements to serve as the basis for program development. The policy statements deal with the following policies:

- the Continuum of Sport;
- Athletes and Coaches;
- the Value of Sport to the Manitoba Community;
- Sport Recognition;
- Volunteerism;
- Importance of Games;
- Facility Accessibility;
- Co-ordinated Sport Delivery System;
- Opportunity for all Manitobans;
- Flow of Government Funding;

Summary of Sport Directorate Policies and Current and Potential Programs

Recommended Policies



Current Programs

- 5.1 Coaching/Officiating Dev.
- 5.2 Provincial Team
- 5.3 Manitoba Games
- 5.4 Canada Games
- 5.5 W. Canada Games
- 5.6 Provincial Champ's.
- 5.7 RSA Base/Program Grant
- 5.8 Wpg. - Community Sport Programs
- 5.9 Coach, Athlete, Official Assist.
- 5.10 PSA Base Grant
- 5.11 Nat'l. Training Centres
- 5.12 Athletic Therapy
- 5.13 University Athletic Awards
- 5.14 Sport Science
- 5.15 Hospitality and Hosting
- 5.16 Society of Seniors
- 5.17 Man. Comm. Places Program
- 5.18 Nat'l. Training Camps
- 5.19 Awards
- 5.20 Who's Who
- 5.21 Consultation

Potential Programs

- 6.1 Volunteerism
- 6.2 Facilities
- 6.3 Sport Education
- 6.4 Fair Play
- 6.5 Substance Abuse
- 6.6 Promotion of Sport
- 6.7 Special Constituencies
- 6.8 Outreach

- Accountability/Evaluation;
- Sport Education;
- Leadership Development;
- Fair Play;
- Health and Safety;
- Substance Abuse.

G. Current and Potential Sport Directorate Programs

In light of these policy statements, the Sport Policy Advisory Committee reviewed the current programs of the Sport Directorate and identified other potential programs for consideration that would address these policies. As shown on the facing page, these current and potential programs address each of the policy statements. Any recommendations regarding specific programs will be based on feedback from the sport community during public forums. Each of these programs is discussed in detail in this discussion paper.

H. Summary and Next Steps

In summary, the Sport Policy Advisory Committee has developed this draft discussion paper for broad consideration and discussion by the Manitoba sport community. It has attempted to identify the issues that are of importance currently to the Manitoba sport community and to present the basis for intelligent discussion and consideration by the sport community. As shown in

Summary of Sport Policy Discussion Paper

Sport Directorate Role Statement:

- Promote and develop sport in Manitoba
- Implement Provincial Government Policy
- Provide funding for program initiatives
- Consult on program delivery
- Stage selected programs

Recommended Policies:

1. Continuum of Sport
2. Athletes & Coaches
3. Value of Sport
4. Sport Recognition
5. Volunteerism
6. Games
7. Facilities
8. Co-Ordinated Sport
9. Opportunity
10. Flow of Funding
11. Accountability
12. Sport Education
13. Leadership
14. Fair Play
15. Health & Safety
16. Substance Abuse

Programs:

Current:

1. Coaching/Officiating Development
2. Provincial Team
3. Manitoba Games
4. Canada Games
5. W. Canada Games
6. Provincial Championships
7. RSA Base Grant/Program Grant
8. Winnipeg - Community Sport programs
9. Coach, Athlete, Official Assistance
10. PSO Base Grant
11. National Training Centres
12. Athletic Therapy
13. University Athletic Awards
14. Sport Science
15. Hospitality & Hosting
16. Society of Seniors
17. Manitoba Comm. Places Program
18. National Training Camps
19. Awards
20. Who's Who
21. Consultation

Potential:

1. Volunteerism
2. Facilities
3. Sport Education
4. Fair Play
5. Substance Abuse
6. Promotion of Sport
7. Special Constituencies
8. Outreach

the figure on the facing page, the Sport Policy Advisory Committee has put forth a hierarchy of role, policy and program statements for discussion and consideration by the sport community. The Committee will seek the input of the sport community before formulating any recommendations to the Minister Responsible for Sport. The remaining steps in the process are as follows:

- public forums will be held in each of the six regions and in Winnipeg in order to solicit feedback;
- feedback forms will be provided at these forums;
- any written responses to this paper will be welcomed;
- the Sport Policy Advisory Committee will revise the Discussion Paper based on this feedback;
- the Advisory Committee will present the final paper with its recommendations to the Minister;
- the Minister will review and respond to the paper and establish the a Policy for the Provincial Government.

In summary, the role of the Advisory Committee is to be the mechanism to represent the sport community to the Minister and to make recommendations based on input by the community.

August 1989

Manitoba Sport Policy Advisory Committee

Discussion Paper

Chapter 1: Background and Introduction

1.1 Need for a Sport Policy

Sport in Manitoba has undergone significant growth and maturation over the last decade. Concurrently, sport funding has increased as a result of amateur sport having access to lottery revenues. Now sport faces new challenges to sustain continued growth in the 1990s. Sport will have to maintain its positive image and promote its contributions to Manitoba in order to be able to continue to receive public monies and support.

In addition, many organizations involved in recreation and sport have recently developed and published plans, positions or policies on their respective roles in sport. Some of these include:

- Federal Task Force Report on Sport;
- Manitoba Sports Federation Strategic Plan;
- National Recreation Policy Statement;
- Provincial Recreation Policy Statement;
- Lottery Needs Assessment Review.

Further, several documents affecting the Provincial Government's role in sport require revision. These include:

- Fitness and Amateur Sport Act;
- Agreement between the Manitoba Sports Federation and the Sport Directorate; and
- Agreement between the Manitoba Sports Federation and the Manitoba Lottery Foundation.

All these factors have created the need for a clearly-stated Sport Policy for the Government of Manitoba. Such a policy will clearly define the role and objectives of the Provincial Government with respect to Sport. In addition, it will help to promote a cohesive approach to Sport among the Federal, Provincial and Municipal Governments as well as among other members of the Sport Community. It will also allow the Sport Directorate to help ensure its role in promoting sport is integrated into the Provincial Government's overall strategies and priorities.

As a result, the Sport Policy Advisory Committee was established by the Minister Responsible for Sport to manage the process of developing of a Sport Policy for the Province of Manitoba. Individually, the members of the Committee represent a broad cross-section of sport experience and backgrounds in Manitoba (see Appendix A). They have spent several months

developing this Discussion Paper to serve as a vehicle to solicit feedback and input from the sport community in order to help them advise the Minister on appropriate policy direction. This Discussion Paper is intended to serve as the basis for a discussion of the major issues facing sport in Manitoba today and the appropriate course of action for the Province of Manitoba to take in relation to those issues. In addition, this paper seeks to delineate the role of the Sport Directorate within the Manitoba Sport Community. Because of certain changes in Provincial Government funding levels and mechanisms currently being addressed elsewhere, these topics were designated by the Minister to be outside the scope of this project.

This discussion document is being widely circulated to the Manitoba Sport Community and will be the basis for discussion in a series of public forums to be held in September of 1989. Subsequent to these forums, the Advisory Committee will revise this discussion paper based on the Sport Community's feedback as to the appropriate policy direction. Based on the Committee's recommendations to the Minister, a Sport Policy which will guide the direction of the Manitoba Government's involvement in sport will be developed and ratified.

The purpose of this document is not to set forth a recommended Sport Policy for the Provincial Government, but rather to identify and articulate the major issues facing sport. In addition, the Committee has sought to provide the Sport Community

with the various options and alternatives it sees as possible courses of action to address each of these issues. Where the Committee's discussions on a particular issue have led them to believe one option is preferable, they have made a proposal in the form of a recommendation for consideration by the sport community. On other issues, they are seeking the sport community's input prior to developing recommendations. This paper, then, is an invitation to the sport community of Manitoba to directly participate in the development of a Sport Policy for the Provincial Government.

1.2 Provincial Government Involvement in Sport

Initially, the Provincial Government identified a need to become involved in the Sport Community in Manitoba in the 1960s. As a result, the Government enacted the Fitness & Amateur Sport Act, establishing the Manitoba Advisory Council on Fitness and Amateur Sport to advise the Minister on issues related to Sport. This Council was dissolved in the late 1970s. The Provincial Government has continued to recognize the importance of sport to our province in terms of its role in the development of our youth, maintenance of our culture, preservation of health and contribution to our economy. Accordingly, the government's financial commitment has grown. In 1974, the Sport Directorate was established to implement the Government's policies and programs with respect to Sport.

As a branch of the Provincial Government, the Sport Directorate is the key instrument of the government to develop and implement the Sport Policy of the Provincial Government. Accordingly, this paper has focused on the Sport Directorate's role in sport in Manitoba. However, the Advisory Committee also recognizes that the relationships between the Provincial Government and other members of the Manitoba sport community will be affected and therefore addresses such relationships and linkages. In addition, the Provincial Government can also utilize other government branches and departments to implement its Sport Policy, where appropriate.

1.3 Lottery Funding

A new stage of the Province's commitment to Sport occurred in 1979 when the Government first provided government lottery funds to support sport. In 1983, the Government established the Manitoba Lotteries Foundation to administer the lotteries. With the dramatic increase in lottery revenues since then, funding to Sport has also grown. With this growth in funding, Sport in Manitoba has developed significantly. Both the Sport Directorate, as a Provincial Government Department, and the Manitoba Sports Federation (MSF), as an independent organization composed of Provincial Sport Governing Bodies (PSGBs), have directly received lottery funds which they have allocated to sport organizations for different purposes.

Recent changes to the lotteries funding mechanism will require the Sport Directorate and the MSF to clarify their respective roles within the Sport Community. The development of this Sport Policy is an important step in that process.

1.4 An Overall Plan for Sport

Issue: Currently there is no process or mechanism for establishing or ensuring the Partners in sport are implementing an overall integrated plan for the development of sport within Manitoba.

Options: The Committee identified several alternative approaches to dealing with overall planning for sport in Manitoba as follows:

1.4.1 - Provincial Government Planning - The Provincial Government could assume responsibility for developing an overall plan in conjunction with the Partners.

1.4.2 - Co-ordinated Planning - The Provincial Government could ensure the Partners have individual plans, which are integrated and co-ordinated. This option would leave responsibility for planning with the Partners and would entail a co-ordinating role on behalf of government.

1.4.3 - "Encouraged" Planning - The Provincial Government could encourage planning by each of the Partners. This would not entail any greater degree of co-ordination or integration than is currently undertaken.

Recommendation:

To be developed based on input from the sport community.

1.5 Responsibility for Overall Planning

Issue: If some form of integrated planning is to be undertaken (1.4.1 or 1.4.2), an appropriate mechanism must be identified to ensure effective implementation.

Options:

1.5.1 - Sport Directorate Planning - The Sport Directorate, as the key branch implementing the government's sport policy, could assume the role.

1.5.2 - Sport Advisory Committee - A Sport Advisory Committee, appointed by and reporting to the Minister of Sport, could assume responsibility for developing an overall plan for sport. (See Section 3.7 for a description of other roles this Committee could undertake).

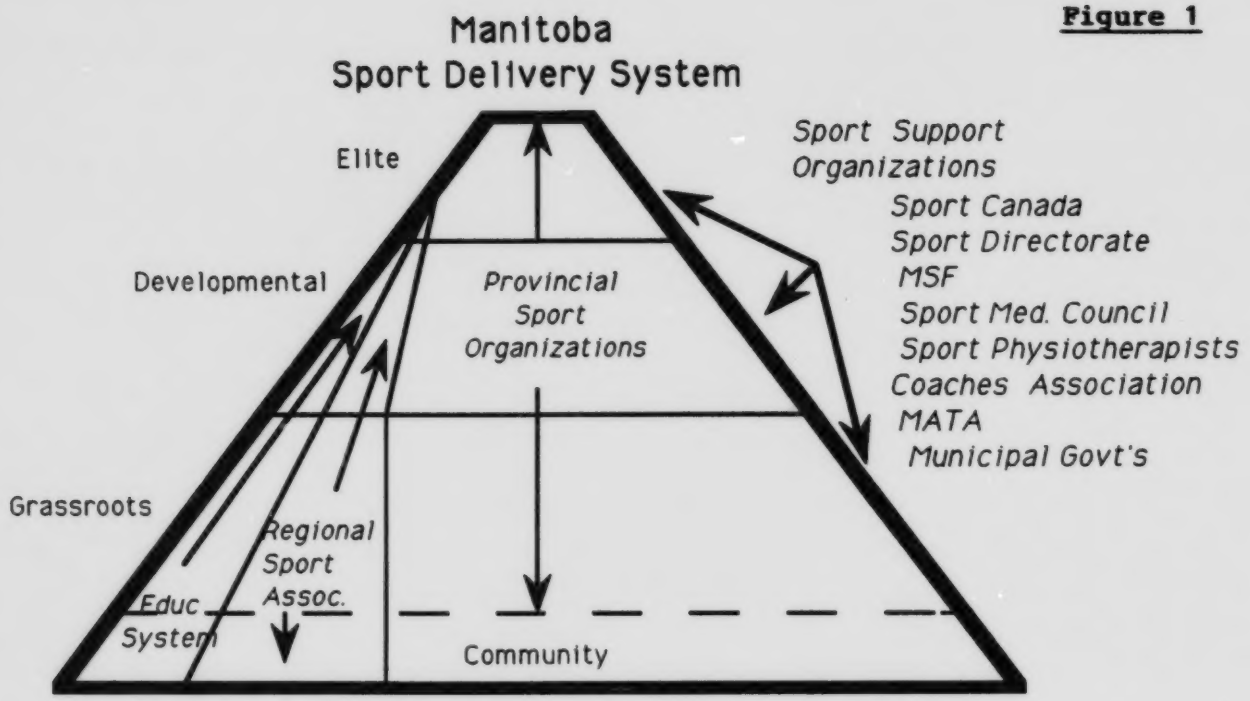
Recommendation:

To be developed based on input from the sport community.

1.6 Ongoing Planning

While the development of this policy will establish a clear direction for the role of the Provincial Government in Sport, it will require systematic ongoing planning and evaluation to ensure that there is a long-term commitment to Sport by the Provincial Government and continued development and implementation of the Sport Policy. Accordingly, this process should not be viewed as an isolated singular exercise, but rather the initial stage of a long-term process.

Figure 1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Sport Canada
Sport Directorate
MSF
Sport Med. Council
Sport Physiotherapists
Coaches Association
MATA
Municipal Govt's

Chapter 2: Sport Delivery in Manitoba

2.1 The Sport Delivery System

Sport delivery in Manitoba is a complex set of relationships between a variety of organizations. This chapter identifies the role of the Sport Directorate and that of other key players and outlines current roles and responsibilities within the delivery system as a basis for further discussion.

The Sport Directorate aims to develop and promote sport in Manitoba by effectively participating and facilitating the delivery of sport in Manitoba. The diagram shown in Figure 1 seeks to identify the role and relationships of key organizations in the delivery of sport in Manitoba. As shown, the Manitoba Sport Delivery System is comprised of the following key organizations:

Sport Delivery Organizations

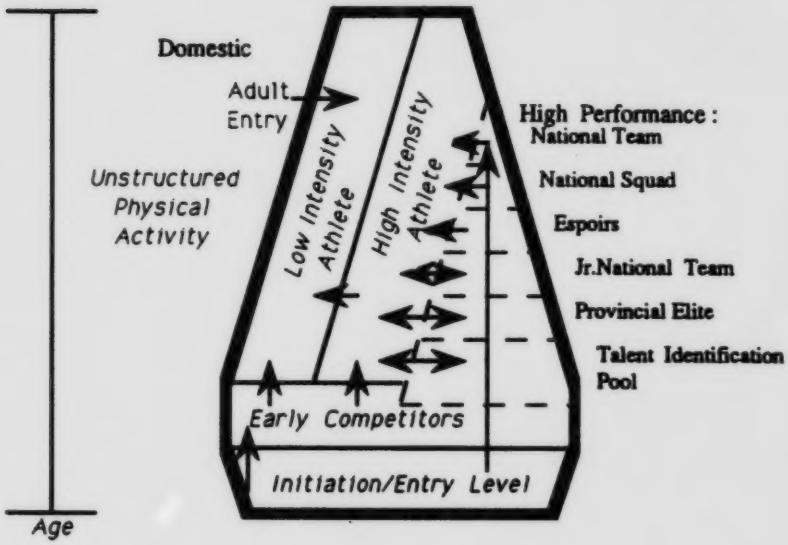
- Provincial Sport Organizations (PSOs) - This includes both Provincial Sport Governing Bodies and multi-sport organizations. The role of the PSOs in the sport delivery system is to be a primary deliverer of programs at all levels of the continuum ranging from community to elite. This involves training and developing coaches, officials and volunteers, staging competitions and delivering skill development programs to participants. In some cases, PSOs have evolved from thedelivery function to establish and administer the organizational structures and rules of the sport. In such cases, PSOs are sport support organizations, and the clubs and teams are the delivery organizations.

- Regional Sport Associations (RSA) - Regional Sport Associations assist in the development and delivery of sport in Manitoba from the community to the elite level. In some cases RSAs develop their own programs, while in other situations they implement programs developed by the PSGBs.
- Education System - The Education System, including the public school system and the universities and colleges, offer sport programs from the community to the elite level.
- Community Organizations - This includes all community based organizations and organizations that utilize sport as a means to achieve another end, such as community clubs, sport camps, Recreation Departments, YM/YWCA programs and other sport delivery programs that lead up to grass-roots programs.

It is important to recognize that this model attempts to depict the delivery of sport within Manitoba for the majority of sports. There are clearly some exceptions. The Committee notes that the entire model will be slightly different as it is applied to each individual sport but it is felt to be representative for most sports. For example, in some sports the education system is very active at the elite level while in other sports it is not active even at the developmental level. In other sports, the Regional Sport Associations are directly involved in the delivery of elite programs such as Provincial Team camps.

Figure 2

Athlete Development Model



Source: The Federal/Provincial/Territorial Sport Committee
"A Framework for Describing the Canadian Sport System"

Sport Support Organizations

The Sport Support Organizations (Sport Canada, the Sport Directorate, the Manitoba Sports Federation, the Sport Medicine Council, Manitoba Athletic Therapists Association (MATA), Sport Physiotherapists and Coaching Association) all provide support funding and services that allow the sport delivery organizations to more effectively deliver sport programming in Manitoba.

In addition to serving as Sport Delivery Organizations, Regional Sport Associations are also Sport Support Organizations in that they facilitate the delivery of programs developed and delivered by PSOs to be delivered within their respective regions.

2.2 Athlete Development and the Sport Delivery System

In its role as a Sport Support Organization, the Sport Directorate seeks to enhance and support the Sport Delivery system to deliver programs that provide for participation and development of all sport participants. The Sport Delivery System Model (Figure 1) is related to athlete development models discussed by Sport Canada and the Federal/Provincial/Territorial Sport Committee. As shown in Figure 2 such a model illustrates the entry, development and movement of athletes through the sport system. The model identifies opportunities for participation at all levels of skill and ability, with entry into sport at any age. The arrows indicate movement of participants through the

model. For the domestic sport stream, most enter as children at the Initiation level in various skill-development programs. Once basic skills have been achieved, they move to low-intensity competition, generally within the school system. At that stage, they may choose to participate in high-intensity competition, for example at the inter-collegiate level, or remain in low-intensity competition, say in inter-mural sports. In some cases, participants enter the domestic sport system stream as teenagers or adults.

The high performance model (indicated by the triangle on the right side of the diagram) consists of development through the elite system of provincial, national and international competitions. In this stream, entry most often occurs from participants who have passed through the Initiation and Early Competitor level and enter the High Performance Stream when their talent is identified as sufficient for elite development programs. In some cases, athletes enter the high performance model later, and occasionally even transfer between being a high performance athlete and a high-intensity athlete. However, most athletes move fairly rapidly through the high performance model, exit to a lower level of competition or exit the sport system altogether.

2.3 The Sport Delivery System and the Recreation Delivery System

The relationship of the sport delivery system to the recreation delivery system is an important relationship but one which remains unclear. This is in part due to the lack of clarity between the definition of sport and the definition of recreation. However, it is also caused because sport and recreation are integrally linked. For example, one can compete in an activity which is defined as a sport at a recreational level. However, there are some activities which, while having some of the attributes of some sports, would not be defined as sport within any conventional definition of sport and are viewed therefore as a recreation. For example, one can participate in many sports at a recreational level not involving regular competitions, such as an individual who runs regularly to keep fit without entering any races, or a tennis player who regularly plays tennis with a small group of friends in a highly social setting. While the activity is defined as a sport, their participation in that activity is recreational. However, there are some activities which would not fit into a conventional definition of sport that involve some combination of the attributes one conventionally attributes to sport, such as regular competitions, which, within most definitions of sport, would not be considered sport but rather recreation.

In addition, the relationship between the Sport Delivery System and the Recreation Delivery System is dependent upon the "sport orientation" of individuals filling various Recreation positions and on the relative emphasis on sport within a given community. Accordingly, the line where the Sport Delivery System takes over from the Recreation Delivery System is not always clear.

One impact of this lack of clarity is that athletes do not always get transferred from the Recreation system to the Sport system. Accordingly, the sport community must recognize that there are unclear linkages with the Recreation Delivery System and seek to clarify roles and responsibilities. Until a clear distinction between sport and recreation is generally accepted by the sport community, defining this relationship will remain difficult.

2.4 Summary

In summary, the role of the Sport Directorate in Manitoba is to provide support and resources to encourage development of sport. In doing so, it acts as a Support Organization to the Sport Delivery Organizations who play the key role in developing the Sport Delivery System.

Chapter 3: The Administration of Sport in Manitoba

3.1 Introduction

This chapter identifies the key organizations involved in administering sport in Manitoba and outlines their major responsibilities. In addition, it seeks to identify issues surrounding the administration of sport in an attempt to stimulate discussion and resolution of these issues.

3.2 The Manitoba Sport Directorate

Background: The Manitoba Sport Directorate reports to the Minister responsible for sport. The Directorate is not included in any other government department but has a direct reporting relationship to the Minister of Sport. Currently the Manitoba Sport Directorate employs eight full time staff including two administrative staff. In considering the administration of sport within the Manitoba sport community, the Sport Policy Advisory Committee made the following observations:

- there is a need for both professional administrators and volunteers in a balance that maintains the effectiveness of both;
- in general, Sport Directorate staff should be kept to a minimum;
- administration is defined as those expenses which are not direct program expenses;
- there is a perceived duplication of administrative expenses amongst some segments of the Manitoba Community;

. there is a need to increase the rigor of budgetary planning for the 1990's.

Currently, the role of the Sport Directorate within the Manitoba sport community is to allocate funds and deliver programs as identified in Chapter 7. The Manitoba Sport Directorate also provides consultative services to individual sport organizations to assist them in fulfilling their own goals and objectives.

Issue: The Sport Policy Advisory Committee did not identify significant areas of duplication between the MSF and the Sport Directorate, but recognizes there is some perceived duplication within the sport community.

Recommendation:

3.2.1 Minimize Actual/Perceived Service Duplication - the Sport Directorate monitor the level of the perception of duplication within the Manitoba delivery system and provide the necessary education or modifications to the system in order to clarify those perceptions.

3.3 The Manitoba Sports Federation

Background: The Manitoba Sports Federation is an independent organization whose membership is comprised of Provincial Sport Governing Bodies and Regional Sport Associations. It is directed by an elected, volunteer Board of Directors and an administrative staff.

Under the provisions of the Manitoba Lotteries Foundation Act, the master funding agreement for Sport between the Manitoba Sports Federation and the Province of Manitoba, the Manitoba Sports Federation acts as a granting body for the funds which are distributed to it by the Manitoba Lotteries Foundation to groups and organizations within Manitoba which meet the requirements for funding[1]. While the Sport Directorate allocations are program specific, MSF allocations are global and are therefore utilized by the recipient organizations in accordance with the needs and priorities of their own particular sport.

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[1]Note: In 1987-88, the MSF distributed $6.8 million in lottery funds. The Manitoba Sport Directorate distributed $2.2 million in lottery funds.

3.4 Provincial Sport Organizations

Background: Provincial Sport Organizations (including both Provincial Sport Governing Bodies and multi-sport organizations) are responsible for the development and delivery of sport specific programming. They are directed by an elected, volunteer Board of Directors. Some sports have full-time paid Executive Directors and/or Technical Directors and/or coaches.

3.5 Regional Sport Associations

Background: Regional Sport Associations were developed in the 1970's in response to a need to facilitate the delivery of sport in all regions of the Province. There are six Regional Sport Associations in Manitoba. They are directed by an elected volunteer Board of Directors, which employs an Executive Director to administer the delivery of sport programs in the region. Each of the RSAs belongs to Manitoba Regional Sports Associations Committee (MRSAC), an umbrella group which addresses common issues and concerns.

Issue: Currently no Regional Sport Association exists to facilitate the delivery of sport within the City of Winnipeg.

Options:

3.5.1 Formulate the Winnipeg Regional Sport Association - Consistent with the format of RSAs in rural Manitoba, formulate a volunteer Winnipeg Regional Sport Association whose mandate it is to work with the PSOs to ensure effective and comprehensive delivery of sport in Winnipeg.

a) Such a Committee could be formed independent of any existing organization.

b) The Greater Winnipeg Council of Community Centres could be utilized as a partner in developing the Association.

3.5.2 City of Winnipeg Regional Sport Association - Allocate the responsibilities and monies for the Winnipeg Regional Sport Association to the City of Winnipeg Parks and Recreation Department.

3.5.3 Enhance Current System - Work with PSOs to enhance delivery of sport system within the City of Winnipeg.

Recommendation:

To be determined based on input from the sport community.

3.6 Municipal Governments; Recreation Commissions

The degree to which Municipal Governments across the Province of Manitoba are involved in the delivery of sport within their community varies significantly by community. Some Municipalities outside the City of Winnipeg receive funding from the Department of Culture, Heritage and Recreation to fund the

position of Recreation Director. However, it is left up to the Municipality to set program direction and content. Accordingly, given the specific interests of the community and the person filling the position of Recreation Director, there is a great deal of variability in the level of sport programming delivered in different municipalities.

Within the City of Winnipeg administrative structure, sport is included in the Department of Recreation. Currently the emphasis of the City's involvement is in the provision of facilities for the delivery of sport and recreation programs and sport is delivered primarily through community clubs.

3.7 Sport Advisory Committee

Issue: The mandate of the Sport Policy Advisory Committee, which has drafted this Discussion Paper, will terminate upon presentation of its recommendations to the Minister of Sport.

However, this Committee has identified a potential need to provide the Minister with some ongoing representation of the broad sport community on issues of importance to sport.

Options:

3.7.1 Manitoba Sport Advisory Committee - It has set forth for the consideration by the sport community the formation of the Manitoba Sport Advisory Committee, the mandate of which would be to advise the Minister on an ongoing basis on the issues, trends and challenges facing sport in Manitoba. The responsibilities of this Committee would be to:

- address the needs of sport in Manitoba and convey those requirements, along with recommendations, to the Minister Responsible for Sport;
- solicit feedback from all provincial sport partners to evaluate the ongoing effectiveness of the current sport system and convey the same with recommendations to the Minister Responsible for Sport;
- identify current trends that may affect the sport on a provincial level and convey to the Minister Responsible for Sport;
- monitor the implementation of the Manitoba Sport Policy and make recommendations for overall directional adjustments, changes or amendments.

The Sport Policy Advisory Committee has identified two alternatives for the membership of such a Committee. It was felt that the size of the Committee should be no more than six members. The two major alternatives for naming members of the Committee would be:

3.7.1 a) Organizational Representation - To seek representation from the major organizations within the sport delivery system in order to make sure that the views and positions of these organizations are all officially represented on the Advisory Committee. For example, the make-up of the Committee might be one representative of the MSF, one representative elected to represent the PSGBs, one representative elected from the Regional Sport Associations, with the remaining members appointed from a group of visible minorities, the press, government departments, community

groups and urban and rural governments. This would provide the Minister with a body to provide counsel which officially represented all key members of the sport community.

3.7.1 b) Representative Appointments - Appoint the Committee as a group of involved and concerned citizens from the sport community without any official responsibilities or identification, seeking representation from a variety of background and interests. Each member of the Committee would be selected to try and ensure that there is a broad representation of experiences, skills and backgrounds on the Committee, but the appointment would not be made as an official appointment representing any particular organization. The major advantage of this alternative is that the individual members of the Committee would not have to represent a vested interest to the rest of the group. Instead they could focus on broader issues and broader positions seeking to establish consensus viewpoints. "Official" positions would remain the mandate of individual organizations.

There are a variety of considerations to be determined regarding term of appointment, maximum length of service, frequency of meetings. However, these details can be recommended at a later time. The Sport Policy Advisory Committee also noted that, while in general the establishment of a Sport Policy Advisory Committee is a recommendation they would endorse, the establishment of yet another body within the sport community could potentially complicate the division of responsibilities between various organizations, particularly with regard to responsibilities for policy development and funding.

Moreover, the establishment of another body may facilitate the transfer of the policy and/or funding function from either the Sport Directorate to the MSF or vice versa. Both organizations now perform both policy and funding functions. It is the view of the Sport Policy Advisory Committee that this should remain the case.

Recommendation:

To be developed based on input from the sport community.

3.8 Summary

The key administrative bodies within the Manitoba sport system include the Sport Directorate, the Manitoba Sports Federation, Provincial Sport Organizations, Regional Sport Associations, and Municipalities. The key issues identified with regard to administration are the perceived duplication of administrative services and the appropriate administrative structure for sport delivery in the City of Winnipeg.

Chapter 4: The Relationship of the Sport Directorate with Other Members of the Sport Community

4.1 Introduction

This chapter outlines the current relationship between the Sport Directorate and other members of the sport community, focusing on key inter-relationships and linkages. In addition, where appropriate, this discussion identifies options to enhance or change the nature of working relationships based on other discussions in this document.

4.2 Manitoba Sports Federation

Recently announced changes to the funding mechanism may result in changes for the Manitoba Sports Federation and the Provincial Government. Instead of receiving funds directly from the Manitoba Lotteries Foundation as it has in the past, the recommendations provide for the Manitoba Sports Federation to receive its lottery funds directly from the Provincial Government and report to the Minister of Sport.

In addition, the Agreement between the Manitoba Sports Federation and the Province of Manitoba which defines the role and responsibility of the MSF vis-a-vis the Provincial Government has now expired, and is pending re-negotiation based on the recent release of the lottery needs assessment as well as the conclusion of this process of planning for the Manitoba Sport Directorate.

The MSF and the Sport Directorate are also working together on the Winnipeg Sport Facilities Program. In addition, the Sport Directorate has representation on a number of MSF Committees. They also work together to develop the Sport Profile, which is used by both organizations in the granting functions. The Sport Directorate will actively seek to continue to develop and maintain a co-operative working relationship between their two bodies to ensure the continued development of sport in Manitoba.

4.3 Provincial Sport Organizations

The Sport Directorate works closely with Provincial Sport Organizations (including both PSGBs and multi-sport organizations), not only in providing funding to them for the various programs of the Sport Directorate, but also consults with them on program design, planning and implementation. In addition, the Sport Directorate provides consultation to Provincial Sport Organizations with regards to a variety of issues, ensuring that the sport organizations receive the highest quality support available, whether that is provided by the Sport Directorate or by another member of the Sport Community.

4.4 Regional Sport Associations

The Sport Directorate works closely with the Regional Sport Associations, not only in providing funding to them for various programs of the Sport Directorate, but also consults

with them on program delivery within their respective regions. In addition, the Sport Directorate provides consultation to Regional Sport Associations with regard to a variety of issues, seeking to ensure that the RSA receives the highest quality of support available from the sport community.

Issue: Regional Sport Associations do not receive direct administrative support for administrative staff. They receive a base grant which is designed to assist in covering their administrative expenses, including administrative salaries. In addition, Regional Sport Associations receive administrative support in terms of office space and equipment from the Department of Culture, Heritage and Recreation. In light of the fact that Regional Sport Associations do not receive direct funds for administrative support, some members of the Sport Policy Advisory Committee felt that the level and responsibility of administrative funding to Regional Sport Associations should be re-examined.

Recommendation:

4.4.1 Review RSA Administrative Funding - In conjunction with the Department of Culture, Heritage and Recreation and MRSAC, review the level and responsibility of funding to Regional Sport Associations.

4.5 National Sport Organizations

The Sport Directorate communicates with Provincial Sport Organizations who in turn communicate with National Sport Organizations on matters of common interest. At most, the Sport Directorate provides support in these communications and discussions at the request of the PSOs. National Sport Organizations receive government funding from Sport Canada to supplement corporate and individual fund raising initiatives.

4.6 Sport Canada

The Sport Directorate currently has very limited communication with Sport Canada. However, the Committee feels the Sport Directorate should encourage more effective links with Sport Canada to enhance their awareness of the Sport Directorate's policies, goals and programs and to seek common ground in developing sport in Manitoba.

4.7 Manitoba Culture, Heritage & Recreation; Manitoba Industry, Trade & Tourism; Manitoba Education; Manitoba Health; Manitoba, Northern Affairs; Manitoba Natural Resources; Municipal Affairs

Currently, the Sport Directorate works with each of these provincial government departments to ensure that they are aware of the policies and programs of the Sport Directorate. As identified in Chapter 6, the Sport Policy Advisory Committee feels there are significant opportunities to work more pro-actively with these departments to identify mutually consistent goals around which to develop and implement programs.

4.8 Municipal Governments; Recreation Commissions

The Sport Directorate works closely with the Recreation Departments of all Municipal Governments around Manitoba to ensure that they are aware of the policies and programs of the Manitoba Sport Directorate and to work with them to develop joint areas of mutual support for the provincial and regional sport organizations. In addition, the Sport Directorate works closely with Municipal Governments in staging various games and in seeking to ensure the accessibility of facilities for all participants.

As noted previously, the Sport Directorate is currently working with the City of Winnipeg Department of Recreation on the Winnipeg Facilities Committee.

4.9 The Educational System

The Manitoba Sport Directorate attempts to work with all members of the educational system, including universities, colleges, and public schools to seek to ensure that any sport related programs implemented within the educational system are consistent with the development of the overall sport system and to provide consultation and advice on achieving maximum effectiveness and efficiency through mutual co-operation.

The Sport Policy Advisory Committee identified the educational system as a high priority for developing a more closely integrated approach towards achieving common goals. The Sport Policy Committee, as noted in the previous chapter, has identified a number of opportunities to deliver educational programs to the sport community. In addition, they have identified opportunities within the educational system to develop and implement programs that will promote the development of sport within Manitoba. Accordingly, it will be necessary, should the sport community agree with the observations of the Sport Policy Advisory Committee, to develop a closer working relationship with all levels of the educational system.

4.10 Sport Branches of Other Provincial & Territorial Governments

The Manitoba Sport Directorate communicates with provincial/territorial government sport bodies to identify areas of common concern and seek consultation and advice on particular issues and problems. Where appropriate, the Sport Directorate works closely with these other provincial sport branches, through the Inter-Provincial Sport & Recreation Council (eg. implementation of multi-province games, National Coaching Certification Programs).

4.11 Media

The Manitoba Sport Directorate seeks to work with the Media to ensure that the exposure sport receives in the various media is sufficient and accurate in terms of its description of the Manitoba Sport system. In addition, the Sport Directorate seeks to work with the media to communicate to all Manitobans the value of sport to Manitoba in terms of its impact on the health, fitness, culture and economic facets of our province.

As discussed in Chapter 6, the Sport Policy Advisory Committee identified better serving the needs of the media as a requirement to help them support the sport delivery system. Accordingly, it will be important for both the Sport Directorate and the Manitoba Sports Federation to raise the level

of understanding of all members of the sport community as to how to deal most effectively with the sport media to promote and develop sport within Manitoba.

4.12 General Council of Winnipeg Community Centres

The General Council of Winnipeg Community Centres (GCWCC) is an elected body of volunteers representing the City's volunteer Boards of Community Centres. The Sport Directorate has had minimal liaison with GCWCC in the past but has increased its discussions in recent years regarding sport programs delivered in community centres for sport. Again, given some of the program initiatives outlined in Chapter 8, the Committee felt enhanced working relationships will be required with GCWCC.

4.13 Summary

The Sport Policy Advisory Committee has identified numerous opportunities to develop better communications and linkages between the Sport Directorate and other members of the sport community. The Committee recommends these linkages be developed, recognizing the purpose of so doing is to enhance the delivery of Sport Directorate programs.

Chapter 5: Sport Directorate Role Statement

5.1 Role of the Sport Directorate

The Sport Directorate exists to promote and develop sport in Manitoba. Currently, it seeks to do so by providing allocations of lottery funding for specific program initiatives and by consulting on program delivery and implementation. In addition, the Sport Directorate stages specific programs such as multi-sport games and coaching development. The Sport Directorate aims to assist Manitobans and various sport organizations with some of the resources they require to aid in achieving their own goals along a continuum of activity and skill levels. In addition, the Sport Directorate provides general counsel and advice, and acts as a liason in helping to maintain the relationship and linkages between all members of the Sport Community. As the Provincial Government Sport Policy is developed, this role will evolve in accordance with the recommendations put forth by this Committee and the sport community.

5.2 A Definition of Sport

Issue: In establishing an appropriate Sport Policy, the basic foundation must be a clear, generally accepted definition of sport. It is critical that sport establish an identity for itself in order that it can address the issues and development of sport within Manitoba. One of these issues is the funding of

sport. While this topic remains outside the scope of this project, the Committee recognizes the potential impacts any recommendations they make will have on funding to various sport organizations. However, the focus of the discussion regarding the definition of sport in this paper, and in the discussion of this paper, should focus on defining what is, and what is not, sport for the purpose of establishing a sport identity.

In addition, it is important to develop a sport recognition policy consistent with a definition of sport, in order to address "proliferation of sport", that is the increase in number of organizations involved in activities which they identify as sport. According to research conducted by the Sport Directorate, sport recognition policies vary significantly from province to province. Only 12 sports are recognized by all provinces, and no single criteria for recognition is shared by all provinces. Any sport recognition policy must therefore address the following issues:

- sport groupings - that is, generic activities such as skiing, shooting and hockey;
- low participation sports;
- sports organized on the basis of the sex of the participants;
- organizations which provide sport for disabled athletes and the relationship of these organizations to the PSGB of the generic sport;
- those sports not recognized by Sport Canada;
- sports with more than one name.

Options: There are numerous definitions of sport which have been accepted by different bodies and organizations. The Sport Policy Advisory Committee examined many of these definitions of sport, as well as attempted to generate a new definition of sport. As a result of these efforts, the Advisory Committee concluded that it was important that any definition of sport adopted by the Sport Directorate should not be inconsistent with definitions of sport adopted by its major partners in sport. In addition, the Committee observed that it is not always obvious what is sport and what is not.

In attempting to develop a working definition of sport, the Committee identified three options for consideration:

Option 5.2.1

Inclusionary Definition - Adopt an inclusionary definition of sport, in which any activity meeting the definition is defined as a sport and all sports are equal. With this alternative, any distinction between organizations is based on organizational criteria such as the system currently used by the Sport Directorate and the Manitoba Sports Federation. The Committee reviewed several inclusionary definitions which they felt were representative:

a) MSF/Sport Directorate - The definition developed by the Manitoba Sports Federation and currently used by the Sport Directorate:

> "Sport means a human activity involving athletic competition in which the major purposes are to exercise, test and extend our abilities of body, intellect, will, heart and spirit."

i) Athletic competition is an arena in which the participants try to win and pursue excellence. This striving should be consistent with the technical, tactical, physiological, and psychological components that are unique to each sport.

Technical - has rules, regulations, score keeping and skill development

Tactical - strategical and competitive in nature and culminates in a win/loss situation

Physiological - requires conditioning and training

Psychological - stresses mental preparedness and concentration during athletic games and/or athletic competitions and the capacity to adjust positively to these situations

And that only in striving to win and in striving to pursue excellence can the major purposes of sport be achieved fully. Normally this is achieved within an elite sport program.

ii) An elite sport program is directed primarily to winning and excelling. Elite sport is for those individuals who not only are committed to striving to win and to excel, but also have the innate ability as well as the motivation to take part in such a program. As a result, participation in this program is based on a selection process.

iii) A sound elite sport program is characterized by rigorous and regular practices and/or training over a season as well as regularly scheduled games and/or competitions. The athletes are supported in their efforts by a coach and other support staff like a manager and athletic trainer. Spectator support as well as media support is actively solicited.

iv) That there are two basic kinds of athletic competition.

Athletic competition in which opposing individuals or teams interact and confront one another and in which winning is primarily a function of this interaction and confrontration.

Athletic competition is which opposing individuals and/or teams do not interact or confront one another and in which winning is determined by judges who measure the performance of the individuals and/or teams against a standard of performance.

v) Athletic competition that is not primarily directed to striving to win and striving to pursue excellence may, nevertheless, be included in the Federation definition of sport, provided that it is part of a developmental sport program.

vi) A sound developmental sport program is directed primarily to preparing individuals to participate in an elite sports program. Although this program provides for rigorous and regular practices as well as scheduled contests and qualified support staff, the emphasis is on learning rather than on winning or excelling. Ideally, this program should be available to all who want to learn.

b) Federal Provincial Territorial Sport Committee - In addition, they considered the definition put forth by the Federal Provincial Territorial Sport Committee:

"Sport is an activity with a significant physical component in which two or more participants engage for the purpose of competitively evaluating their personal performance. The lead-up activity (where basic skills are acquired for future competition) is also considered to be part of the sport continuum."

Sport is defined as having the following characteristics:

. it involves formal rules and procedures;
. it requires tactics and strategies;
. it requires specialized neuromuscular skills which can be taught and learned;
. it requires, for either training or competition, a significant involvement of large muscle groups;

- . it involves, where repetition of standardized movements or forms are included, a high degree of difficulty, risk or effort;
- . its competitive mode implies the development of coaching personnel trained in both general subjects such as biomechanics, sport psychology, nutrition, group dynamics, physiology etc., as well as specific knowledge and skills of activity;
- . it has, or has been, traditionally regarded as "sport" in its competitive mode;
- . it may involve a high degree of physical or emotional risk.

c) Sub-Committee Definition - As well, a sub-committee of the Sport Policy Advisory Committee put forth its own draft definition of sport for discussion:

> "Organized sport is a human activity in which people compete at various levels of physical exertion, using their strength, will, spirit, co-ordination, timing and intellect to obtain some measurable results."

Option 5.2.2

Exclusionary Definition - Alternatively, the Sport Directorate would seek to develop an exclusionary definition of sport that is tighter than the currently accepted definitions of sport and which seeks to exclude those activities which the Manitoba Sport Community feels should not properly be sport. This option would require consensus within the Sport Community about which specific activities are not sport and ensure that they do not meet the definition. As most members of the Sport Community are aware, this exercise would be difficult and contentious and not easily achieved. All of those definitions which have been drafted by various organizations in an attempt to be exclusionary have either failed to exclude the targeted activities, or have also excluded some activities that are considered to be "legitimate sports".

Option 5.2.3

Activity Based Definition - A third alternative is to base recognition on the specific activity rather than the organization, relying on a categorization of activities that fit into the overall definition of sport. There are several options by which the Sport Directorate could distinguish between activities.

5.2.3 a) "Significant Sport" Categories - Develop categories of sports based on the "significance of the sport" as defined by its inclusion as an Olympic, Pan American Games, Commonwealth Games, Western Canada Games, Canada Games Sport. The advantage of this system is that it would be easy to administer and clearly understood by the Sport Community. The major drawback of this system is that the decision regarding what activities should be recognized at what levels is allocated to other organizations who decide what sports are included in specific Games. In addition, many of the sports designated as Games sports are not significant activities within the Manitoba Sport Community. Therefore, this option stresses high profile sports. Accordingly, it may not be consistent with the Sport Directorate's provincial objectives in terms of the development of sport.

5.2.3 b) "Manitoba Sports" Categories - Develop categories of sports based on the degree to which certain activities are integral components to the Manitoba cultural infrastructure as demonstrated by such factors as number of participants, level of elite performance, number of coaches and officials participating, number of competitions. This option places high priority on popular sports such as Hockey and Curling. The major advantage to this option is that it would be more consistent with the Manitoba community. Its major drawback is that it does not recognize the "Canadian mosaic" philosophy that encourages diversification of interest and background but rather stresses cultural assimilation.

5.2.3 c) "Provincial Objectives" Categories - Develop categories of sports based on Provincial objectives such as accessibility, participation rates, degree to which the sport is a lifetime activity, degree to which the sport promotes general fitness, degree to which sport is a family activity. The major advantage to this system would be that it could be integrated into the Provincial Government's overall goals, as well as the general public's overall goals, but would be a system that is less easily administered and understood.

5.2.3 d) Programming Levels - Establish a mechanism to recognize activities based on their programming activities.

Factors to differentiate levels of programming would include the type and structure of programming at the grass roots,developmental and elite levels. The major advantage of this option is that it focuses on the programming occuring rather than the type of the organization, however it is very closely linked to the organizational model.

5.2.3 e) A combination of alternatives a), b) and/or c). Some members of the Advisory Committee felt that it was most appropriate to develop a categorization which combined the three different methodologies of differentiating between the activity. That is, a sport would be categorized on the basis of a combination of criteria based on the different alternatives. This would clearly be the most complex option.

It is important to note that any recognition methodology would serve only to identify eligibility for funding, not actual funding. The Committee felt that actual funding within a given category or level would still have to be determined based on programming and organizational factors.

In summary, it is important to agree on a definition of sport to be utilized by the Sport Directorate. Not only is it critical to be able to identify who comprises the Sport Community for purposes of internal discussion and external liaison, but it will also impact many organizations in a system where recognition and funding to sport are linked together so strongly.

Recommendation:

To be determined based on feedback from sport community.

5.3 Principles and Values of the Sport Directorate

Issue: The Sport Directorate should be driven by set values and principles which are endorsed by the Manitoba Sport Community in designing, developing and implementing programs.

Recommendation:

5.3.1 The Advisory Committee therefore identified the following principles and values as those the Sport Directorate should strive to engender in fulfilling its role in the Sport community:

Accessibility - All Manitobans have the right to participate in sport activities at reasonable costs for facilities and coaching.

Athletes and Coaches - Athletes and coaches must continue to be recognized as the foundation of sport.

Continuum of Sport - All individuals have the opportunity to participate at whatever level of skill they are able or choose. An integrated sport delivery system should encourage and facilitate movement between various levels.

Equity - Sport is for all Manitobans. All members of our community, regardless of age, sex, creed, ability, socio-economic background or location have the right to participate in sport.

Facilities - Participants have the right to suitable and adequate sport facilities.

Fair Play - All sport participants have the obligation to participate in a manner which upholds the highest ethics of fair play and which respects the rights and well-being of other participants.

Health & Safety - All sport participants have the right to participate in programs and facilities which preserve their physical and emotional health and safety.

Individual Rights - The rights of participants are to be protected to ensure the overall well-being of the individual.

Leadership - Development of professional and volunteer leaders within the sport system is integral to continued effectiveness of the sport system.

Officials - Proper officiating is integral to the effective delivery of sport.

Self-Development - The opportunity to develop one's potential should be available to all participants.

Volunteerism - Volunteers and volunteerism are the foundation of the sport system. Professional administration of sport should be focused on increasing the effectiveness of volunteers.

Chapter 6: Policies of the Sport Directorate

Issue: Based on the role statement outlined in the previous chapter, the Sport Advisory Committee has identified the following major policies as critical elements of a Sport Policy for determining the role of the Provincial Government for Sport in Manitoba. If adopted, these policies would form the foundation of any programs implemented by the Province of Manitoba and the Sport Directorate and the appropriateness of current and future programs will be evaluated in light of these policies. Accordingly, the Sport Policy Advisory Committee will seek input from the sport community as to the completeness and appropriateness of these policy statements.

Recommendation:

The following policies be adopted:

6.1 The Continuum of Sport

The Sport Directorate will ensure a "continuum of sport" exists within Manitoba that enables all sport participants to participate at their chosen level of skill or ability. Such a continuum encompasses skill-development programs at the community grass roots level, low-intensity competition (where the emphasis is on participation), high-intensity competition (where the focus is on achieving excellence) and the elite development program. While individuals can move freely between these types of participation, the Sport directorate recognizes the importance of the pursuit and achievement of excellence to the individual

athlete, the Sport Community and the Province of Manitoba. Accordingly, the Sport Directorate will provide resources and support for participants at all levels in the continuum.

6.2 Athletes and Coaches

Athletes and coaches provide the prime focus for amateur sport and are the cornerstone on which an effective and equitable sport system can be built. The Sport Directorate will seek to ensure that both athletes and coaches are treated with respect, afforded opportunities to excel and given the right to participate in decision-making, as it affects their future.

6.3 Value of Sport to the Manitoba Community

The Sport Directorate will seek to ensure all Manitobans understand the importance of sport as an element in Manitoba society in terms of the economic, cultural, social and health benefits it provides.

6.4 Sport Recognition

Based on its definition of sport, the Sport Directorate will determine a formal recognition policy and develop and maintain a mechanism to allocate funds to different sport organizations.

6.5 Volunteerism

Since volunteers are the foundation of the sport delivery system in Manitoba, the Sport Directorate will seek to enhance the effectiveness of volunteer participation and decision making.

6.6 Importance of Games

Recognizing the importance of multi-sport games to the athlete, the general citizenship and the local sport community, the Sport Directorate will seek to ensure that regional, provincial, inter-provincial/territorial, national and international games continue to be held in Manitoba to enable Manitobans to compete at all levels of skill and ability.

6.7 Facility Accessibility

To provide Manitobans with "reasonable accessibility" to facilities in which to train and compete, the Sport Directorate will work with other members of the Sport Community to develop a comprehensive approach to make facilities available and ensure they are utilized efficiently.

6.8 Co-Ordinated Sport Delivery System

Recognizing the importance of co-ordinated sport delivery, the Sport Directorate will work with its Partners in Sport to identify a mutual strategy of continued co-operation. These Partners include:

- The Manitoba Sports Federation;
- Provincial Sport Organizations;
- Regional Sport Associations;
- National Sport Organizations;
- Sport Canada;
- Province of Manitoba:
  - Culture Heritage & Recreation;
  - Industry, Trade & Technology;
  - Health;
  - Education;
  - Northern Affairs;
  - Natural Resources;
  - Community Services;
  - Municipal Affairs.
- Municipal Governments, Recreation;
- Educational System;
- Other Provincial Sport Branches; and
- the Media.

6.9 Opportunity for All Manitobans

The Sport Directorate will ensure adequate programs are provided to ensure all Manitobans, regardless of age, sex, ability, creed, socio-economic background or location, have the opportunity to participate in Sport.

6.10 Flow of Government Funding

The Sport Directorate will maintain the flow of funds to recognized sports that implement programs consistent with the role and policies of the Sport Directorate.

6.11 Accountability/Evaluation

The Sport Directorate will evaluate the use of funds allocated to sport organizations in Manitoba, as well as its own expenditures, to ensure maximum efficiency and effectiveness are achieved.

6.12 Sport Education

Recognizing the importance of education in sport and sport in education, the Sport Directorate will provide funding and support to programs which provide educational resources and opportunities relative to sport to individual participants.

6.13 Leadership Development

Recognizing the need for strong and effective leadership to ensure the continued viability of the sport system, the Sport Directorate will provide funds and support to programs which enhance and upgrade the leadership skills of professionals and volunteers.

6.14 Fair Play

The Sport Directorate will promote the principles of fair play at all levels of sport in order to ensure a positive experience for all.

6.15 Health and Safety

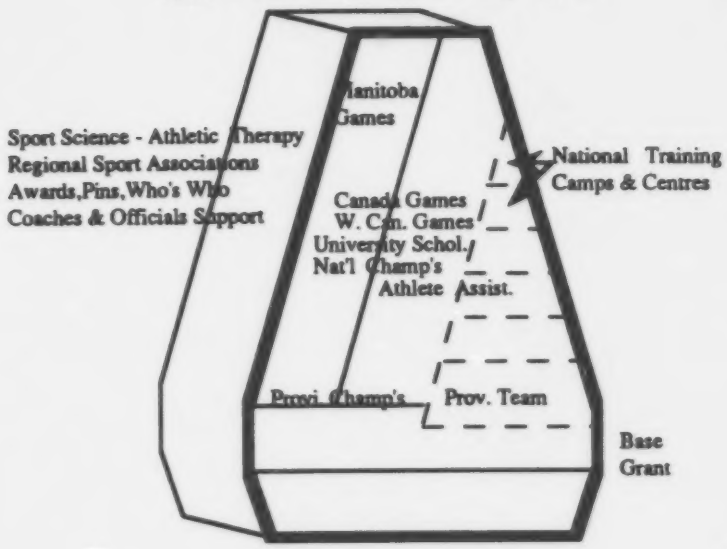
The Sport Directorate will work actively with its partners in sport to ensure all participants have the opportunity to train and compete in programs and facilities that protect and promote their physical and emotional health and safety.

6.16 Substance Abuse

The Sport Directorate will seek to eliminate substance abuse in sport.

Sport Directorate Programs

Figure 3



Source: The Federal/Provincial/Territorial Sport Committee
"A Framework for Describing the Canadian Sport System"

Chapter 7: Current Sport Directorate Programs

The Sport Directorate has undertaken to provide programs to achieve certain of the preceding policies. This chapter outlines these programs and identifies certain questions that have been raised regarding these programs. The Sport Policy Advisory Committee will seek input from the sport community regarding the structure and implementation of these programs in light of the preceding policy statements.

The relationship between the Sport Directorate programs and the Athlete Development Model in Manitoba is illustrated in Figure 3. The current programs of the Sport Directorate seek to serve as a support system for sport as a whole.

7.1 Coaching/Officiating Development Program

Purpose: To provide an opportunity for the development of coaches and officials by providing grants for certification clinics, seminars, travel assistance for upgrading not available in Manitoba, community or regional sport seminars, or expenses associated with officials' certification programs.

Program Budget:[2] $210,000
Sport Directorate Initiatives: $70,000
Emphasis: Grass-root through elite
No. of Organizations Receiving Grants: 79

Commentary: The Province supports the National Coaching Certification Program (NCCP) by way of promotion and delivery of the theory component, as well as funding of the technical component offered along with the practical

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[2]Budget figures provided are 1989-90 budget figures.

component by the PSOs. In addition, officials certification delivered by the PSOs is supported. Funding is provided to offset deficits incurred in hosting clinics. Further, coaches and officials assistance is provided for attending upgrading opportunities, hosting seminars and officials assessments.

7.2 Provincial Team

Purpose: To assist provincial sport associations in the identification and training of elite athletes within the Province of Manitoba.

Program Budget: $328,800
Emphasis: Elite
Funding Range: $500 - $7,000 per team
No. of Organizations Receiving grants: 65

Commentary: The Provincial Team program provides funding to PSOs to operate a year round program. PSOs vary in terms of the size and scope of the program and in some cases encompass aspects of development. PSOs generally significantly subsidize their programs.

7.3 Manitoba Games

Purpose: To stimulate participation in a province-wide, multi-sport program which provides the Manitoba Sport Community with an opportunity to "to be the best they can be" in sport. To develop and strengthen active networks and programs across the community, regional and provincial partners in sport.

Program Budget: $275,000
Emphasis: Grass-root
Sport Directorate Initiatives: $25,000

Commentary: The Manitoba Games are the Province's largest multi-sport event. The Games are held every two years, alternating between winter and summer games programs. Each Games includes approximately a dozen selected sports whose specific competitions provide opportunities to both sexes, all ages, and both abled and disabled athletes who are not normally classified as members of the high performance programs of their sport. Approximately 10,000 athletes, coaches, officials and volunteers participate. The

Directorate has assisted in planning and implementing the Games, but the Manitoba Games Council which includes representation from the Manitoba Sports Federation, the six Rural Regional Sport Development Associations and three representatives from Winnipeg have responsibility to stage the Games.

7.4 Canada Games

Purpose: To assist in the preparation and development of the Canada Games team.

Budget: $120,000
Sport Directorate Initiatives: $15,000
Emphasis: Elite

Commentary: Funding is provided to Provincial Sport Governing Bodies involved in games sports. Preparation and fielding of a Canada Games team is the responsibility and commitment of the Province.

7.5 Western Canada Games

Purpose: To assist in the preparation and development of a Western Canada Games team.

Budget: $120,000
Sport Directorate Initiatives: $15,000
Emphasis: Elite

Commentary: Funding is provided to Provincial Sport Governing Bodies involved in games sports. Preparation and fielding of Western Canada Games team is the responsibility and commitment of the Province.

7.6 Provincial Championships

Purpose: To provide assistance for provincial sport organizations to host provincial championships leading to a national championship. The Western Canadian championship is also eligible where a national championship is not held.

Program Budget: $120,000
Funding Range: $500 - $5,000 per organization
Emphasis: Grass-root
No. of Organizations Receiving Grants: 62

Commentary: The initial responsibility of PSGBs was to provide provincial championships. As such, this program is central to the role of PSGBs.

7.7 a) Regional Sport Association Base Grant

Purpose: To provide assistance to Regional Sport Associations for the annual operating expenditures of a regional sport development program.

7.7 b) Regional Sport Association Program Incentive Grant

Purpose: To provide assistance to Regional Sport Organizations for the ongoing development and implementation of sport development programs.

Budget: $280,000
Sport Directorate Initiatives: $15,000
Emphasis: Grass-root
No. of Organizations Assisted: 6

Commentary: The funding maximum is $25,000 annually for the base grant and $35,000 annually for the program incentive grant. Sport Directorate supports six Regional Sport Associations in rural and Northern Manitoba. Historically the RSA originated with responsibility for the Manitoba Games and their respective regions. Currently the RSAs offer regional sport development programs as well.

7.8 Winnipeg - Community Sport Programs

Purpose: To provide assistance to the General Council of Winnipeg Community Centres for community-based sport programs in the City of Winnipeg.

Budget: $15,000
Emphasis: Grass-root

Commentary: The Sport Directorate initiated the program in 1988/89 fiscal year in recognition of the need for a grass-root sport development program in the City of Winnipeg.

7.9 a) Man Plan Athlete Assistance Program

Purpose: To assist the Province's high performance athletes in reaching their goals of becoming members of their sport's special high performance programs.

7.9 b) Man Plan Coaches Assistance

Purpose: To assist in the development of high performance coaches, as identified by the national sport governing body, by providing funding directly to coaches to allow them to upgrade their skills.

7.9 c) Man Plan Officials Assistance

Purpose: To assist in the development of elite officials, as identified by their involvement at the national and international level, by providing funding that is to be used for upgrading their skills.

Program Budget: $260,000
Emphasis: Elite
Athletes Assisted: Approx. 450 annually
Coaches and Officials: Assisted approx. 50 annually

Commentary: Athlete assistance has been challenged due to the criteria that funding is based on previous year's performance and does not recognize potential. As well, the funding levels have been challenged. Currently, funding is based on athlete's performance with three levels of funding allocated. Levels are: $1,000, $500 and $250.

Coaches and officials assistance is similar to athlete assistance as funds are provided for upgrading opportunities. However, coaches and officials assistance is awarded following upgrading rather than as a grant prior to upgrading. Funding range depending on level of eligibility is: $250, $500, $1,000.

7.10 Provincial Sport Organization Base Grant

Purpose: To provide assistance to sport associations for on-going promotion and development of grass-roots (i.e. non- elite) sport development programs. Eligible expenditures include coaches and officials development, club development, athlete skill development and promotion and development of grass-roots sport programs.

Program Budget: $300,000
Funding Range: $500 - $7,000 per organization
No. of Organizations Receiving Grants: 79
Emphasis: Grass-root

Commentary: Historically, funding was non-directed. However, recently guidelines for use were developed in response to global funding by the Manitoba Sports Federation. Sport Directorate funding is provided to promote and develop grass-root programs. The challenge with this program is to ensure the funding is used for effective and valid grass-root programs.

7.11 National Training Centres

Purpose: To assist provincial sport associations in the development of a permanent, centralized locations for training Manitoba's elite athletes and coaches.

Program Budget: $25,000
Emphasis: Elite
No. of Organizations Assisted: 3

Commentary: The maximum annual grant is $5,000 with a coaching apprenticeship of $2,000 maximum annually. Currently three PSGBs operate very successful centres in Winnipeg. Sport Canada approval is required for centres. Perhaps the most elitist of Sport Directorate programs.

7.12 Athletic Therapy

Purpose: To assist in the delivery of level one through level three athletic therapy programs.

Budget: $25,000
Emphasis: Grass-root

Commentary: Funding is provided to the Manitoba Athletic Therapy Association which is responsible for the athletic therapy programs.

7.13 University Athletic Awards

Purpose: To provide support to Manitoba's three universities for the scholarship program.

Budget: $100,000
Emphasis: Elite

Commentary: Currently funds provided by the three universities are matched by funds provided by the Sport Directorate. Concern has been expressed by the universities regarding matching criteria.

7.14 Sport Science

Purpose: To provide assistance to conduct sport science development and support.

Budget: $15,000
Emphasis: Grass-root through elite

Commentary: The Sport Medicine Council of Manitoba and Manitoba Sport Physiotherapists will be approaching the Province regarding funding under this program.

7.15 Hospitality and Hosting

Purpose: To provide assistance to Provincial Associations in hosting a social reception/banquet in conjunction with a national or international event hosted in Manitoba and to provide assistance in hosting the national championship.

Program Budget: $70,000
Emphasis: Elite
No. of Organizations Receiving Grants: Hospitality - 32
Hosting - 25

Commentary: Hospitality provides assistance in staging national events with maximum annual grant of $2,000. Hospitality assistance is the most longstanding Sport Directorate program.

Hosting provides assistance in technical aspects of staging of national events with maximum annual grant of $3,000.

7.16 Manitoba Society of Seniors

Purpose: To assist the Manitoba Society of Seniors in the delivery of the 55 Plus Games Program.

Budget: $10,000
Emphasis: Grass-root

Commentary: There is some concern as to the scope of this sport component of the 55 Plus Games, within the mandate of the Sport Directorate.

7.17 Manitoba Community Places Program (MCPP)

Purpose: To meet the commitment of contribution to facility development program of Manitoba Culture Heritage and Recreation.

Budget: $1,680,000
Emphasis: Grass-root

Commentary: Sport Directorate funds are committed towards the existing level of contributions to this program. However, the Sport Directorate does not have any input as to the expenditure or allocation of these funds. The Provincial Government's $5,000,000 commitment to the Winnipeg Facilities Committee is allocated from MCPP funds. The Sport Directorate is represented on the Winnipeg Facilities Committee.

7.18 National Training Camps

Purpose: To assist Provincial Sport Organizations in hosting national team training camps to allow interaction of Manitoba athletes and coaches with the national team.

Budget: $11,000
Emphasis: Elite
Funding Range: $2,000 - $4,000
No. of Organizations Assisted: 4

Commentary: A low number of Provincial Sport Organizations and Manitobans benefit from the program.

7.19 a) The Order of Sport Excellence

Purpose: An award provided to recognize athletic and coaching achievements in provincial, national and international competition.

7.19 b) Golden Boy Medallions

Purpose: To provide, at cost, sport medals to provincial sport associations for provincial championships and beyond.

7.19 c) Pins

Purpose: To provide 3 pins to each athlete going to an international, national or Western Canadian competition.

Budget: $25,000
Emphasis: Grass-root to elite

Commentary: Viewed as a service provided to sport. Administration and time requirements are significant.

7.20 Who's Who in Sport and Recreation

Purpose: To provide a directory of sport and recreation contacts.

Budget: Minimal, included in administrative overhead

Commentary: Provided quarterly. Viewed as a service provided to sport. Includes both sport and recreation contacts.

7.21 Consultation

The Sport Directorate provides consultative assistance to encourage sport in the planning and development of goals and objectives. As well, they provide consultative support to help members of the sport community in the resolution of issues and problems as they arise. Members of the Sport Directorate staff have specific sport and program assignments that are the first contact for the respective organization. In working with their specific sport assignments, the staff seeks to ensure that members of the Sport Community receive the advice, counsel and support they require to achieve

Figure 4

Summary of Sport Directorate Policies and Current Programs

Recommended Policies

Current Programs	Continuum of Sport 4.1	Athletes and Coaches 4.2	Value of Sport 4.3	Sport Recognition 4.4	Volunteerism 4.5	Games 4.6	Facilities 4.7	Co-ordinated System 4.8	Opportunity 4.9	Flow of Funding 4.10	Accountability 4.11	Sport Education 4.12	Leadership 4.13	Fair Play 4.14	Health and Safety 4.15	Substance Abuse 4.16
5.1 Coaching/Officiating Dev.	•	•		•	•					•	•		•	•	•	•
5.2 Provincial Team	•	•		•						•	•		•			
5.3 Manitoba Games	•	•	•		•	•	•		•				•	•		•
5.4 Canada Games	•	•				•			•					•		•
5.5 W. Canada Games	•	•				•	•		•					•		•
5.6 Provincial Champ's.	•	•		•						•				•		•
5.7 RSA Base/Program Grant	•				•			•	•							
5.8 Wpg. - Community Sport Programs	•				•			•	•		•					
5.9 Coach, Athlete, Official Assist.		•		•				•	•		•		•			
5.10 PSA Base Grant	•			•	•			•	•	•	•		•	•		•
5.11 Nat'l. Training Centres	•	•		•				•	•	•	•	•	•			
5.12 Athletic Therapy												•				
5.13 University Athletic Awards	•	•		•				•		•	•		•		•	
5.14 Sport Science												•				•
5.15 Hospitality and Hosting				•						•	•					
5.16 Society of Seniors	•		•				•		•							
5.17 Man. Comm. Places Program							•									
5.18 Nat'l. Training Camps	•	•							•							
5.19 Awards		•		•												
5.20 Who's Who								•								
5.21 Consultation								•								

objectives that are consistent with the policies of the Manitoba Sport Directorate, whether or not the required services are directly or indirectly provided by the Sport Directorate itself.

Summary

Currently, the Sport Directorate provides 21 programs designed to support and promote sport in Manitoba. As shown in Figure 4, these programs address all of the recommended policies. The Sport Policy Committee will seek the feedback of the sport community regarding the implementation, scope and effectiveness of these programs before formulating any recommendations. In the following chapter, the Committee outlines potential programs for the Sport Directorate to undertake.

Chapter 8: Potential Sport Directorate Programs

As a result of the identification of values and Sport Directorate policies, the Sport Policy Advisory Committee has identified a number of potential programs which could be undertaken by the Sport Directorate (sometimes in conjunction with other members of the Sport Community) to facilitate the achievement of these policies. In this section, the potential programs are briefly outlined in order to serve as the basis for discussion of their appropriateness.

8.1 Volunteerism

Issue: The Sport Policy Advisory Committee recognizes that volunteers are absolutely crucial to the delivery of sport in Manitoba. Without them, sport throughout the delivery system would be greatly diminished. However, despite this, the Sport Advisory Committee felt that volunteers at every level are sometimes undertrained (or even untrained), not properly used by professional administrators and not fully appreciated. The result, quite predictably, is confusion, high turnover of volunteers due to less commitment by them, and considerably less satisfaction than might otherwise be the case.

The Sport Advisory Policy Committee noted, however, that this is not the case throughout the province nor in every sport. The success of certain sports or individual regions can be

drawn upon to provide a model for training and utilizing volunteers provincially.

To attract and hold appropriate, dependable volunteers takes planning, preparation, organization and supervision combined with constant concern for the individual. Care must be taken to train and inform volunteers fully and to place them in situations where their time and efforts can make a difference. The Committee felt that volunteer satisfaction comes not from medals or plaques or prizes, but from the feeling of accomplishment which accompanies the knowledge that a challenge has been met and a contribution has been made. Token use of volunteers can be very destructive to the individual, the organization and the volunteer movement.

Options: Accordingly, the Sport Policy Advisory Committee feels that the following programs should be considered as potential programs:

8.1.1 Clarify Volunteer Roles - Clearly establish the role of the volunteers in the delivery of sport. The funding policy and mechanism should be clarified, the bureaucracy streamlined and any duplication and overlap eliminated. The ties and relationships between the Ministry, the Manitoba Sport Directorate and the Manitoba Sports Federation should be clearly articulated, indicating which organization is responsible for which elements of administration and program delivery. Much of the frustration of volunteers, it was felt, comes from lack of clarity and understanding the roles of these various players.

8.1.2 Volunteer Needs Committee - An Ad Hoc Committee could be struck to identify volunteer needs and means of dealing with volunteers at all levels of the sport delivery system.

8.1.3 Volunteer Co-ordinator - A full time volunteer co-ordinator with responsibility to develop and conduct courses to assist members of the Sport Community attract, train and retain volunteers should be provided somewhere within the sport delivery system. Such a volunteer co-ordinator could be provided by the Manitoba Sports Federation, but funded by the Provincial Government. The volunteer co-ordinator would have responsibility to develop and conduct ongoing courses geared to the volunteer with assistance from the Sport Directorate.

8.1.4 High School and Continuing Education Courses - Volunteerism could be further enhanced by developing programs under the auspices of the Minister of Education. High school courses could be developed and taught in physical education classes to create an early appreciation for the crucial role volunteers play in society in general and sport in particular. These programs could be developed by or with the assistance from the MSF volunteer co-ordinator.

8.1.5 Volunteer Development Committee - An Ad Hoc Committee, or another mechanism, should be identified to explore additional programs to identify means to expand the use of volunteers in the sport delivery system. Some of these might include the following:

- formal recognition by companies of the volunteer efforts by their employees;
- loaned staff or employees from corporations to sport delivery systems for special short-term projects;
- a more formal/high profile recognition that volunteer effort and experience counts for a good deal in today's job market.

It was noted by the Committee that these programs must be developed without creating a "volunteer bureaucracy". While governmental methods necessarily are bureaucratic, governmental involvement in volunteerism must be cautious of becoming bureaucratic.

Recommendations:

All or some of the above programs based on input from the Sport Community.

8.2 Facilities

Issue: Currently, the development of sport facilities within the Province of Manitoba is carried out under the auspices of several organizations. In rural Manitoba, facilities have recently been developed under the Manitoba Community Places Program (MCPP) which is administered through the Department of Culture, Heritage and Recreation. MCCP is currently being reviewed by the Provincial Government. The Sport Directorate mandatorily contributes funds to the program but does not have any input into the allocation or use of these funds. Within Winnipeg, the recent development of the Winnipeg Facilities Committee with a commitment of $15 million from the City of Winnipeg, the Province of Manitoba, and the Manitoba Sports Federation is now responsible for developing a plan to expend those funds to develop major sport facilities within Winnipeg. The mandate of this Committee expires in 1992. The Winnipeg Facilities Committee is comprised of representatives of the Sport Directorate, the Manitoba Sports Federation, and the City of Winnipeg Recreation Department. It was felt by the Sport Policy Advisory Committee that this mechanism has done considerable ground work towards developing a cohesive approach to facility development within Winnipeg. Accordingly, the Committee puts forth the following options:

Recommendations:

8.2.1 Manitoba Facilities Committee - The most suitable option to continue to foster an integrated approach to facility development is to reconstitute and re-establish the Winnipeg Facilities Committee to become the Manitoba Facilities Committee upon expiry of the current mandate of this Committee. This would require an additional allocation of funds from the Province of Manitoba to be expended on rural/non-Winnipeg facilities. In addition, it would require the representation of non-Winnipeg Manitobans on the committee. This Committee would liaise with groups such as the Aquatics Facilities Advisory Group, the Fields Advisory Group, the Rural Manitoba Facilities Committee and an Advisory Committee which should be struck to address the needs of disabled athletes. The Sport Policy Advisory Committee also recommends that the Manitoba Facilities Committee deal with the following issues:

- a sport facilities needs assessment for the Province;
- the accessibility, availability and standard of facilities for use in rural communities and the City of Winnipeg;
- the objective of having all sport facility development co-ordinated by one body, this would include expenditures currently made by the Community Places Program;
- integration with facilities built and managed by the School Divisions;
- the standard of Winnipeg's facilities in comparison to comparably sized cities across Canada;
- the availability of existing facilities;
- the ongoing management and upkeep of existing facilities (eg. contracting to individual sports by municipalities).

8.2.2 Games Strategy Committee - The Sport Policy Advisory Committee noted the importance of staging major games in terms of its role in stimulating facility development. Accordingly, it recommends that an ad hoc, tripartite committee be struck to develop a cohesive, planned approach to attracting and staging major multi-sport games, as well as national and international single sport championships and competitions, throughout Manitoba.

8.3 Sport Education

Issue: The Sport Policy Advisory Committee identified a need for additional education for coaches and officials, to benefit athletes and the entire sport system. During the past decade, the National Coaching Certification Program (NCCP) has markedly upgraded the level of technical and theoretical expertise of coaches and officials at the development and elite level. However, more remains to be done, both at grass-roots level - in the community and schools - and at the upper levels of sport, where the Committee now feels it is time to re-focus the thrust of education on aspects such as childhood and adolescence physiology and psychology, and the application of the sport sciences and on creating a healthy environment around sport by instituting the principles of fair play more widely.

Options: The Committee identifed a number of potential ways to achieve these varied aims and a number of new program initiatives which the Province of Manitoba could undertake. These potential programs include:

8.3.1 Elementary Physical Education - Strongly encourage daily mandatory physical education in the elementary school. Assist elementary school physical education programs to continue to concentrate on broadly based skill development and modify and simplify types of games which would move gradually toward participation in intramural sport.

8.3.2 High School Physical Education - In the high schools where sport is pursued on a serious basis, schools should be encouraged to include the NCCP Level I certification in the physical education leadership training curriculum. The materials for this program already exist and level one course seminars could be offered through the Physical Education Teacher's Association and through SAG. The end result would be high school graduates, the next generation of community club and minor sport coaches, who have at least a basic understanding of the principles of coaching.

8.3.3 Community Programs - In the Community Clubs, a new three-hour workshop, "Call Me Coach", is to be introduced in the fall of 1989. This program is to be delivered in a series of 30 workshops around the province this fall. The Provincial Government could pro-actively support and promote this program as well as consider developing a brochure which summarizes the program for distribution to all coaches throughout the province.

8.3.4 University Physical Education - In the universities, assist in exploring whether better linkages between the faculties of Education and Physical Education, would enhance the teaching of sport related skills within the Education System. Currently the two operate autonomously in all of Manitoba's universities and it was felt by the Sport Policy Advisory Committee that a better integration could potentially enhance the development of sport related skills for those who teach physical education.

8.3.5 National Coaching Institute - At the University of Manitoba, there exists expertise in physiology, psychology, the sport sciences and nutrition. In addition, there are master coaches in several sports at its national training centres. Accordingly, the Committee recommends that the Minister appoint a special committee to investigate the possibility of creating a National Coaching Institute, the second of its kind, to replicate the one already in operation at the University of Victoria. This would be a one-year graduate-level program to educate and develop coaches through a process of advanced education.

8.3.6 Sport Specific Coaches Associations - Encourage the development of sport-specific coaches associations in order to assist in the development of coaches within a sport. Again, this would include technical development as well as skills such as physiology and psychology.

Recommendations:

All or some of the above programs based on input from the sport community.

8.4 Fair Play

Issue: Given the importance of widening the principles of fair play at all levels of the Sport Community, among coaches, athletes, officials and parents, the Sport Policy Advisory Committee has identified this as a major area for potential Provincial Government involvement.

Recommendation:

Accordingly, it has outlined the following potential program:

8.4.1 Year of Fair Play in Sport - The designation of the year 1990 as the Year of Fair Play in Sport. Funding associated with this designation could be used to create a variety of core activities which would focus on opportunities for fair play among young athletes and those who work with them, as well as the teaching of ethics and morals and on putting fun back into the games for young athletes. Awareness programs such as the following could be utilized:

a) a brochure which would summarize the goals and benefits of involvement in youth sport;

b) development of a fair play code to be widely distributed throughout the sport community;

c) creation of a video for use in schools and community clubs on the principles of fair play and the fair play code;

d) development of a series of promotional materials such as posters and commercials which highlight the fair play code and the principles of fair play;

e) creation of a recognition system which focuses on fair play;

f) development of a speaker's bureau of high profile athletes to speak to groups of young athletes in the schools and community centres on the importance of the principles of fair play.

It is also felt that the emphasis on fair play should include treatment of the substance abuse issue as discussed in the following section.

8.5 Substance Abuse

Issue: Substance abuse addresses the use of banned substances, alcohol, and inhalants by participants within the sport system. Given the current concerns of the Sport Community regarding substance abuse, the Sport Policy Advisory Committee identified this as a major area of need. A survey of Provincial Sport Organizations, Regional Sport Associations, and other members of the sport community, by the Sport Directorate in the fall of 1988 indicated a willingness on the part of the Sport

Community to adopt policies and to develop and deliver an education awareness program. The majority of the respondents felt, however, that they were not aware of a substance abuse problem in their sport.

The major issue to be dealt with in developing a policy to address substance abuse is whether the province develops a policy which it requires sport organizations to adopt or whether it develops a policy statement with accompanying minimum standards and works with individual sport organizations to develop their own program to deal with substance abuse.

Options:

8.5.1 Provincially Integrated Policy - The Sport Policy Advisory Committee recognized that the issue of substance abuse, given current media coverage of the Dubin Inquiry, is a "fashionable" topic in today's environment. Accordingly, it recommends that the role of the Sport Directorate should be to ensure that an integrated approach is developed towards dealing with the problem of substance abuse at all levels of sport among all sports within the Manitoba Sport Community.

This policy should deal not only with the identification and discipline of substance abusers within the sport system but also with education of all members of the sport community, policy integration with other members of the community such as the police force and the R.C.M.P. and the medical community. In addition, it should address an education process for the media and the public regarding the relative emphasis on achievement of one's potential versus winning.

8.5.2 Nationally Integrated Policy - It is also important that the approach developed within Manitoba is consistent with approaches developed in other provinces and on a national basis in order to ensure that standards of education, testing and discipline are consistent. The Provinces and Territories recently collaborated to develop "recommended principles guiding development of Provincial/Territorial policies on anti-doping in sport".

These principles are as follows:

1. Provincial/Territorial policy will be consistent and complimentary with a comprehensive national policy and should be interim until a national policy is jointly developed by Federal-Provincial/Territorial governments in consultation with their constituents.

2. Provincial/Territorial policy will subscribe to equal and fair competition as a fundamental premise of sport.

3. Provincial/Territorial policy will state unequivocal opposition to the use, encouragement or provision for use, of banned drugs or physiological manipulation to enhance athletic performance.

4. Provincial/Territorial policy will be consistent in terminology.

5. Provincial/Territorial policies will be consistent in defining doping and will utilize the same list of prohibited classes of drugs and banned methods.

6. Provincial/Territorial policies will provide for promoting awareness and educating athletes, support personnel and the general public to the values and ethics of sport and the physical and spiritual health of athletes.

7. Provincial/Territorial policies will establish conditions, expectations or regulations on athletes, support personnel and sport organizations with reason and fairness, and consistent with international and national requirements.

8. Provincial/Territorial policies will establish due process for determining violation and respect the laws of Canada and the Provinces/Territories and the rights of the individual.

9. Provincial/Territorial policies will establish sanctions for athletes, support personnel and sport organizations with reason and fairness, and harmonized with international and national sanctions.

10. Provincial/Territorial policies will recognize and make provision for the necessary resources to effectively implement the provisions contained in the policy.

11. Provincial/Territorial policies will subscribe to actively maintaining the best available current information on regulations, controls and penalties to ensure their policies remain harmonized.

Recommendation:

The Sport Policy Advisory Committee recommends that the Sport Directorate work with the Manitoba Sports Medicine Council and the other Provinces/Territories/Federal Government to develop a co-ordinated policy to address substance abuse. The Sport Policy Advisory Committee feels that the Province of Manitoba should work with the other Provinces and Territories to ensure that consistent principles are implemented across Canada. It feels, however, that any formal policy adoption should be delayed until the report of the Dubin Inquiry is released.

8.6 Promotion of Sport

Issue: The Sport Policy Advisory Committee identified a need to continue to promote amateur sport and the contribution it makes to Manitoba.

Options: Given the current role of the Manitoba Sports Federation in the promotion and marketing of sport within Manitoba, the Sport Advisory Committee felt that the role of the government should be an ancilliary role and identified the following program options:

8.6.1 Public Education - to work with the Manitoba Sports Federation to help educate the public on the value of sport and the role and services of the Manitoba Sports Federation and the Sport Directorate.

8.6.2 Education System - to place more emphasis on the promotion of sport within the school system.

8.6.3 Corporate Sponsorship Liaison - to perform as an intermediary between the government and corporations in the sponsorship of specific events, teams, or programs.

8.6.4 Media Relations - to work with the Manitoba Sports Federation to enhance and raise the level of understanding among individual sports on the needs of media and how to work with the media to promote their individual sports.

8.6.5 Internal Government Promotion - to work within the Provincial Government among those departments that impact on the delivery of sport in Manitoba in order to promote awareness of the goals and value of sport.

8.6.6 Promotional Materials - develop selected promotional materials to raise the awareness level of the sport community and the general public regarding the role of the Sport Directorate and the Province of Manitoba within the Manitoba sport community.

Recommendation:

All or some of the above programs, based on input from the Sport Community.

8.7 Sport Delivery to Special Constituencies

Issue: Sport Policy Advisory Committee identified several constituencies which it feels may currently be under-served by the existing Sport Delivery System. In reviewing the status and needs of those groups identified by the Sport Policy Advisory Committee, it was felt that although there was some understanding of the needs of these groups, a more thorough understanding would be needed before the issue could be clearly addressed.

The Sport Policy Advisory Committee has identified the following four special constituencies:

1. Remote Communities - The delivery of Sport Programs in remote communities is inhibited due to lack of funding, available programming, leadership and facilities. Often, the result is a low level of participation in sport programs and a lower quality of life.

2. Core Area of Winnipeg - In the past two decades participation in sport in the Core Area has declined dramatically. The Committee identified several reasons for this decline, but felt the most important were the changing cultural character of the area, the relative poverty of the Core Area and an almost complete absence of the Sport Delivery System there. The end result is a very low level of participation in sport outside the school system and significant levels of youth involved in crime.

3. Women - The Committee identified that there should be equal opportunity for both sexes to participate through the equitable allocation of funds, facilities, leadership and skill development. However, there is little concrete fact on which to base decisions on the current status of women in sport. As well, the question of whether women are adequately represented at various levels of sport depends on the sport and the element of the delivery system one is considering. The barriers and stereotypes which may be preventing women from becoming as fully involved in sport as they might, could be societal and not sport related - such as child care

availability, wage equality or the presence of other leisure time activities which they prefer to exercise rather than becoming involved in sport. As a result, the Committee felt that further research is required to understand the factors that influence the participation of women and to determine whether women are an under-served constituency.

4. Manitobans with Special Needs - The Committee identified a number of problems with regard to the participation of Manitobans with disabilities within the current Sport Delivery System, including:

   - inadequate physical education in schools;
   - lack of grass-roots developments in some sports;
   - lack of information to the disabled regarding sport services;
   - lack of availability of programs, particularly in rural areas;
   - lack of transportation to get to sport programs;
   - excessive dependence on support in participation of sport such as the visually impaired and mentally handicapped;
   - lack of experience and familiarity with sport;
   - cost of specialized equipment and maintenance;
   - facilities which are not accessible or affordable;
   - sport dollars are not included in per diem allowances for mentally handicapped.

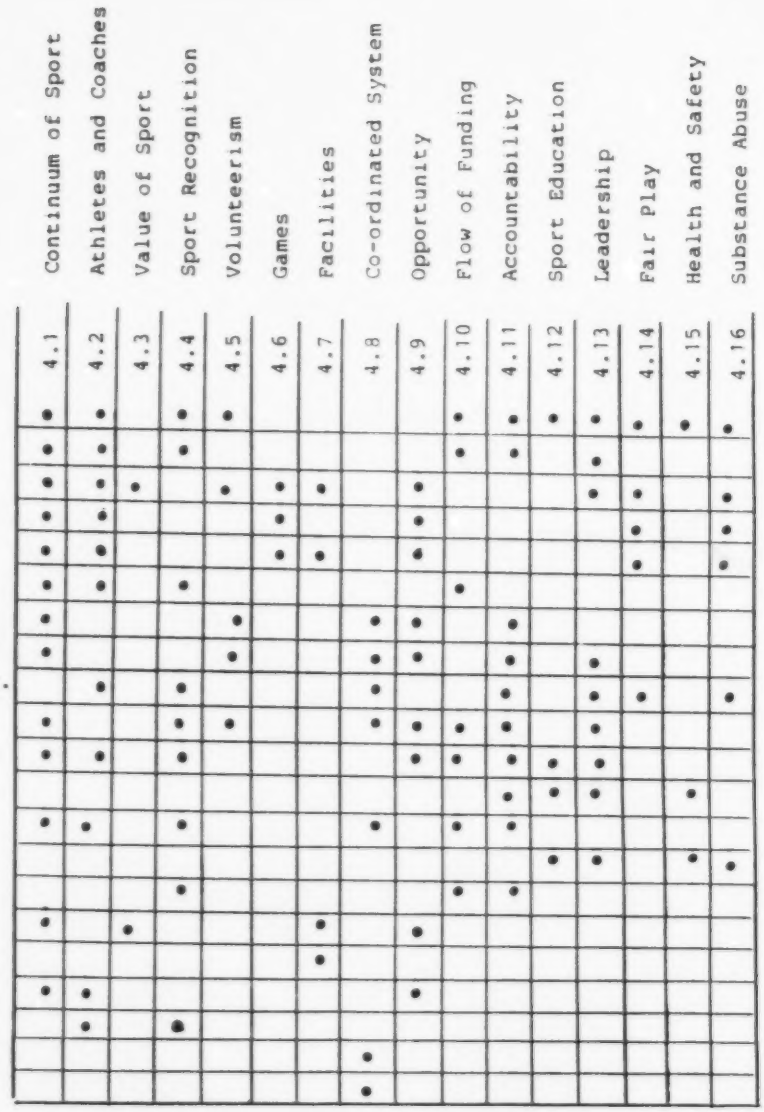
Recommendation:

8.7.1 Special Constituencies Needs Committee - The Sport Policy Advisory Committee suggests as one alternative to deal with the needs of these and other special constituencies would be the formation of Special Constituencies Needs Committee that would identify the needs of special constituencies. In addition, it would be their responsibility to priorize the needs and recommend solutions to the various components of the Sport Delivery System and/or Sport Directorate and/or the Minister Responsible for Sport. This Committee would be an Ad Hoc Committee whose mandate would expire upon submissions of its recommendations.

Figure 5

Summary of Sport Directorate Policies and Current and Potential Programs

Recommended Policies



Current Programs

5.1 Coaching/Officiating Dev.
5.2 Provincial Team
5.3 Manitoba Games
5.4 Canada Games
5.5 W. Canada Games
5.6 Provincial Champ's.
5.7 RSA Base/Program Grant
5.8 Wpg. - Community Sport Programs
5.9 Coach, Athlete, Official Assist.
5.10 PSA Base Grant
5.11 Nat'l. Training Centres
5.12 Athletic Therapy
5.13 University Athletic Awards
5.14 Sport Science
5.15 Hospitality and Hosting
5.16 Society of Seniors
5.17 Man. Comm. Places Program
5.18 Nat'l. Training Camps
5.19 Awards
5.20 Who's Who
5.21 Consultation

Potential Programs

6.1 Volunteerism
6.2 Facilities
6.3 Sport Education
6.4 Fair Play
6.5 Substance Abuse
6.6 Promotion of Sport
6.7 Special Constituencies
6.8 Outreach

8.8 Outreach with Other Provincial Government Departments

Issue: The Sport Policy Advisory Committee, in recognizing the value of sport within the Manitoba community in terms of its economic, tourism, social, cultural, and health, fitness and recreational benefits, has identified as a potential role of the Manitoba Sport Directorate the pro-active development of a clear understanding of the role of sport in meeting the goals of other government departments. For example, sport plays a significant role within the Manitoba economy, particularly in terms of tourism, and the Sport Directorate could develop a more pro-active role in working with the Department of Tourism to develop a series of programs to encourage the staging of major games and competitions within Manitoba.

Recommendations:

In terms of outreach with other Government Departments, the Sport Directorate should undertake the following:

8.8.1 Awareness - Maintain contact to ensure the Sport Directorate and other departments are aware of each others programs.

8.8.2 Enhance Delivery with Other Departments - Work closely with other departments such as the Department of Culture, Heritage and Recreation, the Department of Education, the Department of Health, the Department of Industry Trade and Tourism, Northern Affairs, Natural Resources, Community Services, to identify those areas where the Sport Directorate can enhance the delivery of sport programs to help these Departments achieve their own departmental goals.

8.8.3 Joint Programs - Identify joint program opportunities with other Departments to achieve departmental goals, such as a Games initiative to enhance tourism.

8.9 Summary

The Sport Policy Advisory Committee has identified a number of potential program areas and specific programs to be considered by the sport community to address the recommended policies. As shown in Figure 5, in combination with current programs of the Sport Directorate, these programs address all the recommended policies.

Summary of Sport Policy Discussion Paper

Figure 6

Sport Directorate Role Statement:

- Promote and develop sport in Manitoba
- Implement Provincial Government Policy
- Provide funding for program initiatives
- Consult on program delivery
- Stage selected programs

Recommended Policies:

1. Continuum of Sport
2. Athletes & Coaches
3. Value of Sport
4. Sport Recognition
5. Volunteerism
6. Games
7. Facilities
8. Co-Ordinated Sport
9. Opportunity
10. Flow of Funding
11. Accountability
12. Sport Education
13. Leadership
14. Fair Play
15. Health & Safety
16. Substance Abuse

Programs:

Current:

1. Coaching/Officiating Development
2. Provincial Team
3. Manitoba Games
4. Canada Games
5. W. Canada Games
6. Provincial Championships
7. RSA Base Grant/Program Grant
8. Winnipeg - Community Sport programs
9. Coach, Athlete, Official Assistance
10. PSO Base Grant
11. National Training Centres
12. Athletic Therapy
13. University Athletic Awards
14. Sport Science
15. Hospitality & Hosting
16. Society of Seniors
17. Manitoba Comm. Places Program
18. National Training Camps
19. Awards
20. Who's Who
21. Consultation

Potential:

1. Volunteerism
2. Facilities
3. Sport Education
4. Fair Play
5. Substance Abuse
6. Promotion of Sport
7. Special Constituencies
8. Outreach

Chapter 9: Summary and Next Steps

9.1 Summary

In summary, the Sport Policy Advisory Committee has established a framework by which to determine an appropriate Sport Policy for the Government of Manitoba. As shown in Figure 6, the Sport Policy Advisory Committee has put forth a hierarchy of role, policy and program statements for discussion and consideration by the sport community. The Sport Directorate Role Statement, as outlined in Chapter 5, is the basis for the Policy Statements put forth in Chapter 6 and Program discussions in Chapters 7 and 8.

9.2 Next Steps

In summary, the Sport Policy Advisory Committee has developed this draft discussion paper for broad consideration and discussion by the Manitoba sport community. It has attempted to identify the issues that are of importance currently to the Manitoba sport community and to present the basis for intelligent discussion and consideration by the sport community. The Committee will seek the input of the sport community before formulating any recommendations to the Minister Responsible for Sport. The remaining steps in the process are as follows:

- public forums will be held in each of the six Regions and in Winnipeg in order to solicit feedback;
- feedback forms will be provided at these forums;
- any written responses to this paper will be welcomed;

- the Sport Policy Advisory Committee will raise the paper based on this feedback;
- the Advisory Committee will present the final paper with its recommendations to the Minister;
- the Minister will review and respond to the paper, and establish the Sport Policy for the Provincial Government.

In summary, the role of the Advisory Committee is to be the mechanism to represent the sport community to the Minister, and to make recommendations based on input by the community.

The overall goal of developing this Sport Policy for the role of the Manitoba government within the sport community is to further enhance the promotion and development of sport within Manitoba and to ensure that sport is being delivered and developed in a cohesive and integrated fashion. It is therefore important to consider the broad Manitoba sport community, as well as the specific role of the Manitoba Sport Directorate within this community, in order to ensure that any policies and programs adopted by the Manitoba Sport Directorate are consistent with a broader development of sport across the province. Finally, the development of a Sport Policy is important to ensure that the development of sport within Manitoba is seen within the broader context of the rest of the community and is supported by, and integrated into, the overall goals of the Provincial Government.

APPENDIX A

Sport Policy Advisory Committee Membership

Don MacKenzie, Chairperson - former Chairperson Manitoba Sports Federation; member of the Winnipeg Facilities Committee; former President of Manitoba Amateur Hockey Association.

Ted Bigelow - Acting Director, Manitoba Sport Directorate; former Provincial Coach, Manitoba Cross Country Ski Association; former phys. ed. teacher; former interprovincial athlete.

Maureen Dowds - Technical Director, Special Olympics; Hall of Fame in Track & Field; former international athlete; former phys. ed. teacher.

Barbara Huck - Freelance journalist; former Free Press sportswriter; former CBC broadcaster.

Bob Irving - Sports Director, CJOB; freelance journalist for CFN-TV.

Brian Lepoudre - Director of Recreation, City of Thompson; Chairperson of Norman Regional Sport Association.

Bob Lunney - Commissioner of Parks, Planning and Protection, City of Winnipeg; former involvement with City of Edmonton in staging Commonwealth and FISU Games.

Janet McMahon - Sport Consultant, Sport Directorate; former intercollegiate athlete; former Executive Director, Westman Sport Association.

Marion Mitchell - Executive Director, Eastman Regional Sport Association; former Physical Education teacher; former coach.

Tom Saunders - Chairman, Manitoba Sports Federation; former Chairman MSF Policy Committee and Vice-Chairman MSF Strategic Planning Committee; former NSO and PSGB volunteer; former interprovincial athlete, coach and official.

Maureen Switzer - former Chairperson, Athletics Manitoba; Director, Canada Track & Field Association; former interprovincial athlete.

APPENDIX B

Appendix B - Definitions

1. The Manitoba Sports Federation (MSF) - The Manitoba Sports Federation is an independent volunteer organization, directed by an elected volunteer Board of Directors. The members of the Manitoba Sports Federation are Provincial Sport Governing Bodies (PSGBs), multi-sport organizations, and Regional Sport Associations. The MSF provides lottery funding to its members and provides services to its members consistent with its own goals and objectives.

2. Multi-Sport Organizations - Multi-Sport organizations are those Provincial Sport Organizations which direct the activities for a number of sports to a given constituency, such as the Special Olympics.

3. National Sport Organizations - National Sport Organizations are the national equivalent of Provincial Governing Bodies. The role of the National Sport Organization is to direct the program delivery on a national basis within a given sport, such as the Canadian Track and Field Association. National organizations of multi-sport organizations are also included within this category.

4. Provincial Sport Governing Bodies (PSGB) - Provincial Sport Governing Bodies are the volunteer organizations, directed by a volunteer Board of Directors and in some cases paid Executive Directors, Technical Directors, coaches, and administrative staff. They have the responsibility to direct the programs of their sport within the Province of Manitoba, and are comprised of individual clubs, teams, and athletes.

6. Regional Sport Associations (RSA) - Regional Sport Associations are volunteer based organizations directed by an elected volunteer Board of Directors which directs the delivery of sport program within a given region of the Province of Manitoba. There are six Regional Sport Associations throughout Manitoba, including Norman, Wesman, Eastman, Interlake, Parkland, and Central.

7. Sport Canada - Sport Canada is a branch of the Federal Government, which directs and implements the Federal Government's Sport Policy. It provides monies and services to National Sport Organizations.